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ABSTRACT

These conference proceedings consist of 15 presentations: "Trends in the Development of Vocational Adult Education" (Heinrich Wenidoppler); "Training Programmes for the Long-Term Unemployed in the Flemish Community in Belgium" (Frederik Geers); "New Technology and Non-Vocational Adult Education in Baden-Wurttemberg, Federal Republic of Germany" (Reinhild Otte); "Learning with Adults for Social Change" (Albert Pflueger); "The Way in Which Adult Education Can Contribute to Bridging the Intellectual and Emotional Gap between People" (Karl Kristjansson); "State-Sponsored Adult Education in Malta" (Peter Mayo); "Adult Education and Priority Social Groups" (Lara Said); "About Social Innovation: A New Policy" (Dorine Winkels, Gerdis Michielse-Oud); "Adult Education in Portugal--A Brief Outline of Adult Education: Structures, Projects, and Activities" (Luis Cardoso-Pereira); "Adult Education: New Requirements" (Emil Paun); "The REPLAN Programme" (Tony Uden); "Adult Education and Social Change with Special Reference to the Role of Adult Education in Reducing Unemployment" (Dusan Savicevic); "Adult Education and Long-Term Unemployment in Yugoslavia--A Case Study" (Miomir Despotovic); "Basic Adult Education and Employment" (Radomir Kulic); and "The Nordic Network in Adult Education" (Bente Wagnkilde). A participant list is appended. (YLB)

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Adult education and social change

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The Project of the CDCC:
Adult Education and Social Change

CONFERENCE

ON

ADULT EDUCATION AND SOCIAL CHANGE

BELGRADE, 24-27 April 1990

REPORT OF THE CONFERENCE

School and Out-of-School Education Section
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TRENDS IN THE DEVELOPMENT OF VOCATIONAL ADULT EDUCATION

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TRENDS IN THE DEVELOPMENT OF VOCATIONAL ADULT EDUCATION

1. AN INCREASE IN IMPORTANCE

Throughout the 1980s, vocational training in adult education has gained considerably in importance. This observation (1) is valid not only for most developed industrialised countries but also for Austria.

By way of example: in the Province of Upper Austria, both the Berufsförderungsinstitut (Centre of Vocational Training and Re-training) and the Wirtschaftsförderungsinstitut (Adult Education Centre of the Chamber of Commerce) had been able to increase the number of courses and course participants by over 200% from the mid-1970s to 1987.

An expansion and consolidation of this increase in importance can be expected in the 1990s. The most significant factors supporting this assumption are:

a. the rapid structural changes currently taking place primarily in the highly developed industrialised countries, permanently generating new requirements in an increasing number of adults and thereby confronting them with the necessity of further training (2);

b. the foreseeable demographic developments allowing the assumption that the proportion of 25 to 55 year olds on the Austrian labour market will increase by approximately 8% between 1985 and 1995 (3);

c. the urgent necessity of Austria's internationalisation which will be urged forward more rapidly by the current discussions about the EC Single Market and by the political and economic changes in the Comecon member countries in the next few years.

2. GREATER DEMANDS

Even without greater, detailed analysis of these factors, several exemplary characteristics are revealed as having consequences for adult education through not only quantitiative but also, for the main part, new qualitative demands:

- skilled workers will be required to have much more comprehensive theoretical and analytical qualifications in the future than have been provided for in most vocational training programmes within our dual system to date;

- the profile of demands made on white-collar workers is changing towards an increase in theoretical and analytical qualifications, primarily those required for strategically dealing with data. In addition to this, white-collar workers are further required to show greater flexibility and greater social and communicative skills (4);

- the number of occupations and fields of work in which it is currently impossible reliably to define the future qualification requirements - and will probably remain so in the future - is steadily rising (5);

- on the basis of the change in work content, it is becoming increasingly necessary to encourage such characteristics as creativity, innovatory skills and communication skills - ie general education and development of individual personality in the broadest sense - as well as concrete, directly vocational qualifications (6);

- Austria's attempts to approach the EC Single Market have brought pressure on her economic structures to conform more rapidly, both from a technological-organisational point of view as well as from a sectoral and regional one. On the one hand, this will mean increased changes and/or greater demands as regards the qualification requirements of employees: on the other hand, it will lead to further structural change-oriented problems regarding unemployment (7).

At the same time, "internationalisation" is becoming an urgent requirement as a thematical aspect of vocational adult education, be it in the form of foreign languages, intercultural learning or "European Relations", which remain, for the time being, a vague postulation (8). Rapid changes beyond our borders to the north, east and south-east can be seen as evidence that these further training requirements have to relate to the whole of Europe;

- in spite of a currently retrogressive trend in the total unemployment figures, the number of long-term unemployed is continuing to increase in Austria; the length of time these people are unemployed is also increasing (9). Particularly affected by this development are mainly older employees, women, foreigners, handicapped people and those people whose health restricts their working capacity.

3. REQUIREMENTS FOR CHANGE

When the quantitative as well as the qualitative demands on vocational adult education increase, the question arises as to which requirements are thereby generated for change within the training centres themselves. Concrete requirements for change can undoubtedly only be established on the basis of existing institutional structures and their environment and/or their regional areas of operation. However, several trends can be observed which, in our opinion, should be taken into consideration in connection with any such change processes.

3.1 Service orientation

The multiplicity of what can be offered by adult education, in particular in vocational adult education and further training, is characterised by an increasingly complex and, therefore, unclear system, which does not help those responsible for institutional planning nor those interested in training.

In connection with requirements for change, it would seem logical to consider the wide range of opportunities within adult education as a service and those institutions carrying out such activities as service organisations.

Particular attention should therefore be paid to the potential consumers of this complex and often confusing range of services called "vocational adult education".

If you consider the consumer of a service to be (s)he who pays for it, there are three main groups (10) of "interested parties" in vocational and/or, in the broadest sense, work-oriented adult education in Austria:

- the State which, by means of its Labour Exchange Authority apparatus, has increasingly become one of the most significant clients of vocational adult education since the beginning of the 1980s;

- those firms which, to varying degrees and with differing aims, encourage, purchase or carry out further training for their employees themselves;

- individuals who participate in adult education and/or further training on a self-financing basis, in order to maintain their chances for promotion or on the labour market, to regenerate their skills, or to organise their leisure time.

As far as the characteristics of these interest groups divided between these greatly differing market segments are concerned, they cannot be easily anticipated or predicted, so to speak, while sitting at one's desk. One of the most urgent steps to be taken by a vocational adult education establishment would therefore be the development of strategies and apparatus for efficient marketing. This does not necessarily mean advertising but, rather, a general attempt to bring the right product at the right time onto a constantly changing education market (11).

3.2 Methods of work

A further significant criterion for coping with the increasingly varied requirements of vocational adult education is a differentiation between areas of responsibility according to the predominant working methods. This should serve the purpose of re-defining existing functions and fields of work and, if need be, to adjusting the institution's internal structure accordingly. On the basis of determinable regional, supra-regional and international developments over the last few years (12), the following division of (vocational) adult education can be clearly observed in relation to primarily predominant methods of work:

a. adult education as social work or connected to important elements of social work;
b. adult education as a qualification for life or for one's occupation;
c. adult education as a regional development factor, capable of influencing structural change.

a. Adult education as social work or connected to important elements of social work

Adult education to enable socially weak groups to gain access to societal developments is as old as institutionalised adult education itself, going back to the middle of the 19th century in Austria. As long as, or whenever, the problems of such groups with regard to their societal opportunities (eg. participation in cultural opportunities, on the labour market, etc) could be seen primarily as educational or qualificational problems, a compensatory programme with training concepts and methods suitable for adults would appear to be a sufficient means of solving these problems. Whenever an increasingly longer-term exclusion of these socially weak groups from such opportunities, especially from participation on the labour market, occurs, the compensatory training attempts of adult education lose their validity and significance for these groups of people. The necessity of providing help in coping with individual problems (eg. despair, aggression and criminality) is, on the other

hand, increasing. The most diverse adult education establishments are concentrating on this particular field. The fact that vocational adult education has begun increasingly to deal with this over the last few years is to be seen in close connection with the contracts received from the Labour Exchange Authority for so-called problem groups for labour-market politics to design suitable courses and to carry them out.

b. Adult education as a qualification for life or for one's occupation

This field of work basically includes all those opportunities offered and areas of work which are considered as part of a long tradition by the more general adult education establishments as well as those for vocational training. The above-mentioned requirements of change affect to the greatest extent this field of work. In addition to this, the most significant quantitative increases are to be expected, which offer, on the other hand, sufficient incentive to a series of additional bidders, such as universities, schools, associations such as "private" Austrian as well as foreign establishments, to strengthen or to renew their position on the adult education market.

These largely foreseeable trends indicate that the requirements of adult education establishments will increase to a hitherto unknown extent, especially in the vocational adult education sector. These requirements can only be met by means of an effective, comprehensive professionalisation. This must be extended to cover all required elements of the system in an adult education organisation and be secured in the long-term through an independent economic basis. The organisational framework of the educational establishment as well as such extraordinary functions, as marketing, market research, qualification research, curriculum design, counselling, post-counselling of course participants or interest groups, evaluation, etc. will all gain in importance. As already mentioned in connection with the differentiation between interest groups and market segments, a complete, professional and flexible organisational structure is necessary, which is able to act upon the developing training requirements and demands in the same way as a modern company in industry.

c. Adult education as a regional development factor, capable of influencing structural change

Both adult education as social work as well as adult education as a qualification for life and/or occupation are, basically, solely reactions to societal changes, such as the currently much-quoted structural change. The former can be seen as securing some kind of support within the social network for those hit hardest by the negative consequences of this change: the latter attempts to create the possibility of coping with the pressure to conform to qualification as quickly and smoothly as possible. Both forms of adult education influence the structural change to a rather limited extent.

Two elements of the adult education outlined under a) and b) can be identified as being potentially influential as regards the structural change, at least:

- occupation-oriented social projects often manage to find, and fill, gaps in the labour market which, on the one hand, correspond with social demands but, on the other hand, are not taken up by the "free market" (ie not yet) mainly because they are not profitable;

- the availability of qualified, skilled labour as well as the opportunity to train and give further training to such employees in a particular region is often used as an argument

for attracting industry to the area or seen as one of the factors for independent regional development.

In this connection, it should also be mentioned that the complete "socio-cultural atmosphere" of a region can also be seen as a potentially positive development factor in order to lessen the migrational trends or function as its own economic factor (eg. as part of the tourist sector).

Experience with regional development activities (13) as well as the results of institutions involved in regional development (14) indicate that this relatively new area of work for adult education necessitates a particular form of organisational parameters and professionalisation.

The following conditions appear to be, above all, of particular significance:

- the provision of a financial "base" which is solely at the disposal of development work;
- unbureaucratic decision-making and action-taking processes;
- fast and flexible application of personnel and material resources.

In addition to the availability of a "multi-functional" working team who, besides qualifications for the pedagogical foundation work (mainly curriculum design and evaluation) and a high level of co-operative ability, should also possess qualifications in sociology and economics.

The range of activities in this field of work, which has yet to be fully developed, will mainly consist of:

- activity-oriented scientific analyses of regional as well as supra-regional data;
- activating "on-the-spot" investigations, ie in companies, municipalities, institutions, etc;
- designing, carrying out and evaluating education activities which correspond to the regional situation (pilot projects);
- creating and offering new counselling services;
- setting up, expanding and maintaining contact networks;
- participating in the development and operation of new organisations involved in regional development.

4. CONSEQUENCES

The requirements for change outlined here do not represent any kind of "plan of action" for alterations in existing institutional structures. They could, however, serve as an introduction to the planning procedures of change.

The first and most relevant prerequisite is probably the willingness of decision-makers and people in relevant key positions to be open to change. A thorough, critical analysis of the existing internal institutional structures and activity potential also seems to be necessary. Well-planned and efficient changes should be built on the positive elements of the existing structures, supporting and complementing them.

It remains beyond doubt that a new orientation of vocational adult education is urgently required, at least in certain parts, when the rapid economic and political structural changes taking place at present are taken into consideration.

It could be said that the current situation could be compared to a railway station from which the train is about to leave, indeed has started to move.

There are only two alternatives for the astonished ticket-carrying passenger: either dare to make that risky jump and try to get himself/herself a seat, or to console himself/herself with a hot-dog at the nostalgic snack-bar for late-comers.

* * *

FOOTNOTES

1. See the interim findings of the current Council of Europe project "Adult Education and Social Change" in which Austria is involved with the Regionalisation Project of Upper Austria. The appropriate documents and individual project descriptions indicate that comprehensive resources are being used in all participating countries for vocational adult education. Further training and/or vocational training towards the structural adjustment and coping with the unemployment problem.

2. Cf. eg. BAETHGE, Martin: Technische und organisatorische Entwicklungen im Produktions- und dienstleistungssektor und ihre Bedeutung für die Qualifikation der Arbeitskräfte, Stockholm, 1988; also, for Austria: BAIER, A./PISKATY, G. Bericht der Unterarbeitsgruppe III, Beirat für Wirtschafts- und Sozialfragen: "Qualifikation 2000", Vienna, (1989).

3. Cf. BIFL, Gudrun: Entwicklung auf dem Arbeitsmarkt bis zum Jahr 2000; in: WIFO Monthly Report 2/1988, p. 76FF.

4. Cf. qualification requirement changes in BAETHGE, 1988, ibid.

5. Cf. BAIER/PISKATY, ibid. p. 8.

6. Cf. eg. BUCHWALD, Christa: Qualifizierung für die Fabrik der Zukunft. Ein neues Weiterbildungsmodell als Beispiel; in: Weiterbildung in Wirtschaft und Technik, H. 1/1989, p. 19.

7. Cf. SCHMOLLMÜLLER, Andrea: Auswirkungen einer österreichischen EG-Integration auf die berufliche Weiterbildung (Interim report from an IBE study), Linz, 1989.

8. Cf. eg. KATSCHTHALER, Hans: Österreichisches Bildungswesen und europäische Integration (part reproduction of a seminar), in: ibw-Mitteilungen 7/89, p. 6.

9. Cf. eg. POTMESIL, Stefan: Arbeitsmarktpolitische Schwerpunktsetzungen 1989, in: Arbeitsmarkt, H. 1/1989, p. 4-6.

10. The following division corresponds with recent experience from West Germany. Cf. eg. SAUTER, Edgar: Ansätze für eine Neuorientierung der beruflichen Bildung; in: Berufsbildung in Wissenschaft und Praxis, 16th publication year, (1989), H. 3, p. 3-8.

11. Cf. eg. KOCH, Johannes/KRAAK, Ralf: Vom Weiterbildungsträger zum regionalen Dienstleistungszentrum für die mittelständische Wirtschaft; in: Berufsbildung in Wissenschaft und Praxis, 18th publication year, (1989), H. 6, p. 13-19.

12. The following division was proposed on the basis of the definition of fields of work for BF I OÖ in Summer 1989 and based upon internal institutional experience as well as comparisons with regional development projects, such as the Österreichischen Arbeitsgemeinschaft für Regionalentwicklung (ÖAR) (Austrian Working Party for Regional Development) and with the Council of Europe's projects mentioned under footnote No. 1).

13. BFI OÖ has been running a regional development project under contract from the Austrian Ministry for Education and Art since 1986. Cf. WENIDOPPLER, Heinrich: Erwachsenenbildung als Ansatzpunkt für regionsspezifische Entwicklungen; in EBiÖ, 39. (1988), H. 2).

14. Cf. eg. publications of the Austrian Working Party for Regional Development (ÖAR), Vienna.

TRAINING PROGRAMMES FOR THE LONG-TERM UNEMPLOYED IN THE FLEMISH COMMUNITY IN BELGIUM

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TRAINING PROGRAMMES FOR THE LONG-TERM UNEMPLOYED IN THE FLEMISH COMMUNITY IN BELGIUM

I. INTRODUCTION

There are two types of training and guidance programmes for the long-term unemployed:

A. Training aimed directly at the job market:

* technical training courses:
- pre-training;
- basic training;
- retraining;
- advancement training;
- individual business training.

* how to find a job:
- job clubs.

B. Training aimed indirectly at the job market:

- integration training projects (schakelopleidingen);
- other training projects aimed at specific target groups: migrant workers, the underprivileged...

C. Professional guidance and guidelines:

- Back to Work programme (Weer-Werk).

The different types of training and guidance must be seen as a coherent whole, if the specific needs of the long-term unemployed are to be met. The programmes listed above are organised either in Flemish Employment and Vocational Training Bureau (VDAB) centres, or by the VDAB in conjunction with associations, businesses and other training agencies. Technical training courses attract a good number of long-term unemployed persons, but by no means this group alone.

Job clubs, integration training projects (schakelopleidingen) and the "Back to Work" programme, on the other hand, are specially designed for this target group. These programmes will be described in due course in greater detail.

It is worth noting that since 1989 new joint programmes for the long-term unemployed have been set up involving the Community Minister of Employment, the VDAB and different industrial sectors (timber, the garment industry, construction, Horeca). The VDAB has undertaken to train a given number of long-term unemployed persons for these sectors. The industrial sectors have undertaken for their part to take action with their respective firms to take on these trainees once they have completed the training courses. Under the auspices of the Community Minister of Employment, the respective industrial sectors and the VDAB have launched an information and awareness campaign to publicise the VDAB training programmes of interest to these sectors.

ANALYSIS OF THREE TRAINING AND GUIDANCE PROGRAMMES FOR THE LONG-TERM UNEMPLOYED

1. "BACK TO WORK" ("Weer-Werk") PROGRAMME

The "Back to Work" programme is designed to help the long-term unemployed to return to the workplace.

1.1 Target Group:

The programme is aimed at the long-term unemployed: persons out of work for more than one year, or persons receiving a minimum CPAS benefit. Aspects of the problem of long-term unemployment have been brought to light by a specific study:

- poorly educated persons are over-represented; half of long-term unemployed persons have attended basic educational establishments;
- women account for two-thirds to four-fiths of the long-term unemployed population;
- long-term unemployed men are generally older and less well educated than their female counterparts;
- the long-term unemployed participate very little in the positive development of the job market; the longer a person remains unemployed, the less chance he or she has of finding a job.

1.2 Three-year Plan:

The "Back to Work" programme is a 3-phase plan spread over three or more years:

- a pilot phase (1989), during which experiments were begun in four places;
- an expansion phase (1990), during which the "Back to Work" programme was extended to 12 Subregional Employment Services (SSE);
- the generalised phase (1991) involving 16 SSE.

1.3 Organisation and framework:

The "Back to Work" pilot phase entails four accompanying teams of five co-workers each. A team consists of:

- a team leader (responsible for coordination, job market investigation and training possibilities); - a deputy leader (responsible for supervising guidance programmes, counselling; - two professional counsellors; - an administrative assistant.

1.4 Aims and basic principles:

The aim of the "Back to Work" programme is to support and guide long term unemployed persons towards long-term employment. This can be achieved directly or indirectly (by means of training, assistance etc.). There will also be an ongoing study of the requirements of the target group in terms of employment and training.

In this support phase, certain principles are of paramount importance:

- an individualised approach: the problem of long-term unemployment is not the same for everyone, so the support offered must be adapted to each individual;

- an ongoing approach: the reintegration of long-term unemployed persons can only rarely be achieved by just a single contact;
  reintegration often calls for a very long support process;

- participation in the "Back to Work" programme is voluntary: job-seekers will be informed of this new possibility.

Non-participation cannot be followed up by any form of penalty.

1.5 Vocational guidance:

1) The Target Group.

The target group is analysed. Its size and type are known quantities. Using a variety of criteria, it is possible to determine priorities in relation to this target group. It is then possible to establish a grading on this basis.

2) Inform and motivate.

The long-term unemployed are informed about this programme by the media and by the trade unions. At the local level, organisations, associations and individuals who are in contact with the target group are kept informed and even, whenever possible, involved in recruitment.

As a result, candidates for the "Back to Work" programme can attend as and when they wish. Alternatively, they may be assigned to the programme, or they may receive a written invitation to participate in it. Appointments are arranged with each participant/candidate to carry out an initial interview.

3) Preliminary interview.

The underlying problem with long-term unemployment may assume a variety of forms. In more than a few cases, the unemployed person is clearly frightened when faced with formal situations in general and the VDAB in particular.

This is why the initial contact is an individual one which takes place in an informal setting. The preliminary interview is an initial investigation carried out by the vocational counsellor, as well as a chance for the job-seeker to air his/her problem and get to know about the "Back to Work" programme.

4) Guidelines and Guidance.

Counselling guidelines are designed so that both the vocational counsellor and the unemployed person may assess the job-seeker's real chance to find work. By studying the job-seeker's potential (ability, interest, professional knowhow...), it should be possible to form an overall picture of his or her situation in the job-market.

The vocational counsellor provides his/her client with information about employment and training possibilities, as well as types of assistance if this appears necessary.

The counselling relationship is a personal one between the counsellor and the client. Confidence and cooperation are essential factors in this relationship. The counsellor encourages, motivates and supports his/her client who takes an active part in the process and can at any given moment decide on his or her own behalf what steps to take or not.

The support structure lasts on principle for as long as is deemed necessary.

The counselling relationship leads to a plan of action. In this instance, the counsellor lends his/her personal support both in preparing the plan of action and in carrying it out.

The "reintegration form" signed by the counsellor and the client is a written and precise description of the plan of action which states the (moral) commitment of both parties.

5) The Follow-Up.

The counsellor stays in regular contact with the client and with the authorities to whom he/she has sent the client (employer, training institution...). The follow-up applies in particular during the transitional periods and at the end of the training period or at the end of a period of employment.

Initial Results:

In the four pilot regions, 900 long-term unemployed persons attended the initial phase (77% women; 70% of these persons had been unemployed for more than two years). 22% of the 900 persons found a job in the private sector; 25% are involved in vocational training courses.

2. INTEGRATION TRAINING PROJECTS

a) Origin and development:

Different political bodies have confirmed that, within the job-seeking population, poorly educated persons formed the largest group.

It is true that retraining and training channels have only reached out to this group to a limited degree. This target group requires a specific approach. Within the various subregional employment committees in the Flemish region, there has been increasing concern directed at finding concrete remedies to the socio-economic shortcomings and inadequacies of this important group of poorly educated unemployed persons. It is a fact that they find it very hard to find jobs in the labour market. This is because of their lack of basic knowhow and

aptitude, among other things, as well as the fact that they lack the sort of attitudes required by employers. The idea then developed, at the political level, of organising training programmes not directly aimed at the job market.

It seemed preferable to divide the target group of poorly educated persons into two age groups: one below 35, the other above 35.

In 1983, a pilot project got off the ground in the Limbourg area. Other projects have been quick to follow suit in the Flemish region. These have been assessed and extended accordingly.

At the time, the National Employment Office (ONEM) played a central part in these programmes, in conjunction with other training organisations. ONEM (now the VDAB) was granted additional finance for these projects, so as to give priority to the vocational training directed at the job market.

b) Objectives:

The basic aim of the integration projects is to improve skills, aptitude and motivation, in order to:

- offer integration possibilities in various vocational training schemes (VDAB, white-collar professional training, social skills instruction) and/or in employment;

- provide trainees attending courses with greater independence and better social skills and resources.

c) The Target Group:

Since 1 March 1987, the integration schemes have been aimed exclusively at full-time unemployed persons receiving benefits and out of work for more than one year.

The other criteria are:

- to be unskilled;
- to have completed primary school or lower secondary vocational training;
- to be between 18 and 40 years of age.

d) Programme, methods and duration:

A training course lasts 14 weeks (on the basis of 30 hours per week).

The programme has various sections:

- Technical training:

Acquisition of essential basic technical skills and aptitudes in the following technical areas, based on a further period of qualifying training:

* metalwork
* welding
* automobile mechanics
* electricity
* plumbing
* electronics
* decorating
* sewing and needlework
* technical draughtsmanship
* bricklaying
* plastering
* carpentry
* introduction to new technologies.

There are further training schemes aimed directly at the job market with the following applications in mind:

* finisher/sales assistant
* general labourer
* storeman
* industrial cleaning technician (men and women)
* kitchen assistant
* Horeca sector general/reception staff

A two-week in-house course is planned for these training courses.

- Mathematics:

Make up for any shortcomings in elementary operations, proportional calculations, fractions, the metric system, elementary geometry and elementary problems. These courses are designed with technical applications in mind.

- Languages:

Develop linguistic communications possibilities and the use of communications as a functional tool in social and technical training.

Tuition includes:

• teaching students to acquire information;
• oral skills;
• writing skills;

- expanding vocabulary;
- asssessing data;
- writing letters;
- handling job applications/interviews.

- Social Training:

This focuses on employment and professions as well as on important social areas: job applications, work and unemployment regulations, VDAB services, retraining possibilities, business management, work security, salary calculation, public social assistance centres, social security.

- Attitudes:

By developing the disciplines mentioned above there is a focus on attitudes which play an important part in the work situation, such as for example, a sense of independence, perseverance, productivity, thoroughness, punctuality, awareness of rules, regulations and formalities, a sense of team-spirit, and a sense of organisation.

Given the nature of the target group, a type of apprenticeship has been selected that is based on experience and understanding. An effort is also made to adapt the training to the level and progress of trainees. The training programme is presented in a concrete form. Those attending the programme are directly involved in mental and manual activities alike. Regular exercises permit the exchange of knowledge, ideas and skills acquired in other situations.

Use is also made of teaching methods such as classical tuition, demonstrative teaching, thematic training, dialogue, individual or group work, debating, role-playing, and guided visits. Training courses are given to small groups (eight people).

e) The scope of the programme:

A 14-week training course involves 35 trainees, with four courses organized for each project, so in 1989 there was a total of 3580 participants in 27 projects. It is worth pointing out that these integration courses are attended largely by women (more than 65% of those attending).

f) The status of the trainees:

The trainees involved in the integration projects have the same status as professional trainees, which means:

- an allowance of FB40 per hour of training attended;
- travel expenses are reimbursed;
- trainees are insured against work accidents.

g) The staff:

The training staff consists of a project leader (psychologist or educationalist), an employee, a social worker, and a general training instructor, plus two technical instructors or two A2 technicians.

h) Recruitment and selection:

To begin with, publicity for these projects was based mainly on posters, brochures distributed in employment offices, announcements in regional and trade newspapers, and independent radio stations.

Using the VDAB employment services, potential candidates are invited to information sessions, at which they are told about the objectives, the programme, the methods, and practical rules and regulations.

An effort is also made to make unemployed persons aware of their situation, so as to envisage possible solutions with them.

The information session is followed by an in-depth interview during which the motivation of the trainee-candidate is assessed. This is the most important selection criterion.

i) The effects of training:

What emerges from an evaluation of the effects of apprenticeship is that trainees have achieved positive results in the different disciplines. It is only possible to establish to what extent the results obtained will be lasting, based on post-training circumstances, if there is a medium-term follow-up of former trainees. As far as results based on integration objectives are concerned, about 70% of former trainees found a job or were attending further training courses. These findings are based on an evaluation for the period August 1988 - June 1989.

As previously indicated, only full-time unemployed persons receiving benefits and out of work for one year are considered.

Three months after the conclusion of the projects, follow-up data were collected on 2567 trainees (37% men, 63% women). They may be summed up as follows:

The job-market integration objective was achieved by 1102 trainees, or 43% of the total. 389 men and 713 women were reclassified.

In addition, 323 trainees, or 12%, found temporary work (100 men and 223 women).

The integration objective aimed at further training may be divided up as follows:

- integration in vocational training;
- integration in social skills instruction;
- guidelines for other forms of training.

313 trainees were admitted to the VDAB vocational training programme, or 12% of the total number - men and 87 women.

74 trainees were admitted to social skills instruction or to another form of training, or 3% of the total group: 9 men and 65 women.

The training integration rate was less successful, due to an excessively high selection threshold for vocational training aimed directly at the job market. For employment results it is important to underline the existence of regional differences.

3. THE JOB CLUBS

a) Origins:

The idea of Job Clubs comes from the United States, via the United Kingdom. Long-term unemployed persons are accompanied, to help use their own initiative or group support, to find job openings and then take the proper steps to fill such jobs.

b) Aim:

The aim is to help long-term unemployed persons to look for suitable work in the shortest possible time. This is done by learning job application strategies and by intensive job application programmes within the clubs.

c) Target group and membership of a job club:

Job-seekers, who have been unemployed for more than one year, can, on a voluntary basis, join the job clubs on the condition that they have a good command of Dutch and can read and write. A typical club will have 12-15 members. Membership is varied in terms of age, sex, level of studies, vocational associations and experience, and period of unemployment. Thus defined, Job Clubs are on principle open to 60% of the job-seeking population.

d) Programme, methodology and duration:

The Job Clubs help job-seekers to make a personal and intensive job-search on the job-market. The first step is a job-search training course, lasting 8 half days.

In other respects the Job Club only provides job-seekers with possibilities and aids ncessary for job applications.

The person in charge of the Job Club is there to advise and assist.

Job-seekers belonging to the Club undertake to be present four half days a week (as the Job Clubs are open for five half days a week, members may have one day a week of non-attendance).

After the training period, members undertake to make 10 applications a day, i.e. 40 applications a week, in writing or by telephone.

During the actual training period, participants learn how to interpret job advertisements, how to present a curriculum vitae and write application letters, how to conduct telephone conversations (most people are very nervous of the telephone) and who to speak to, how to find announcements in newspapers, how to conduct an application interview, etc.

e) The scope of the programme:

In the Flemish Community as a whole, there are 18 Job Clubs with 12-15 members, one for every subregional employment office. After three weeks a new group is recruited.

f) The status of members:

Members retain their unaltered status of full-time unemployed persons, with or without benefits, and have no vocational training contract.

As a result, they do not receive the FB 40 hourly allowance, which vocational trainees receive. They are however covered by insurance against work accidents and their travel expenses are reimbursed. Members undertake to be punctual for group activities. During training, they may make free use of the entire club infrastructure, with all its amenities and equipment, such as newspapers, photocopiers, stamps, paper, envelopes and typewriters.

g) The recruitment of job club members:

Recruitment is by distributing leaflets in public places, by poster, and by personal letters written by the person in charge of the Club.

h) Employment numbers:

There have been 3897 members between October 1987 (when the programme started) and 31 January 1990. 55% find work after two months, 70% within one year.

NEW TECHNOLOGY AND NON-VOCATIONAL ADULT EDUCATION IN BADEN-WÜRTTEMBERG, FEDERAL REPUBLIC OF GERMANY

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NEW TECHNOLOGY AND NON-VOCATIONAL ADULT EDUCATION IN BADEN-WÜRTTEMBERG, FEDERAL REPUBLIC of GERMANY

Technological development is a challenge for adult education. One particular challenge is to improve vocational and technical training within the labour force. But not only the vocational field is involved, as the new technology influences broader social changes in society. Therefore, it is the joint responsibility of national authorities, non-profit making organisations and adult education institutions to create and promote measures to improve the acceptance of new technology in the non-vocational field. Special target groups for these measures are, for example, older people, housewives and persons in their leisure time.

1. TECHNICAL EDUCATION AND TRAINING IN THE NON-VOCATIONAL FIELD

Everyday life in modern society has changed since new technological advances in information and communication have become available. Today most people - and not only the working population - should have a basic level of instruction in new technology. The report of the "Kommission Weiterbildung - Baden-Württemberg" (1984) - ("Further Education Commission") - suggested that adult education institutions should be more open to these developments. According to the report the following capabilities should be developed:

- skills in managing new technical equipment;
- competence with computer-based dialogues;
- basic knowledge of functions and the logic of computers;
- judgments about the possibilities and the limits of new technology.

The Ministerium für Kultus und Sport (Ministry for Education and Sport) Baden-Württemberg has developed a special programme "New Technology", that aims at a better understanding of life in a highly industrialised country. The indiviudal should be able to work with new technology and to reflect the technical opportunities within human and political aspects. The basic knowledge acquired in these technology courses should also motivate the participants to continue in further education. The special "New Technology" programme in Baden-Württemberg includes three different topics:

a. Basic Course "New Technology";
b. Model "New Technology and Older People";
c. Public Computer for Readers in Libraries.

A total of 61 educational institutions participated in the programme. Its funding included subsidies for technical equipment and fees for lecturers.

2. PROJECTS IN NON-VOCATIONAL ADULT EDUCATION

2.1 Basic Course: "New Technology"

The basic course was planned especially for persons who are not confronted with new technology in a professional context. New technology is important in all parts of life and therefore each person should be made aware of the opportunities and risks of technological development.

2.1.1 Outline

The basic course has a maximum of 30 lessons. Participants should obtain a general view of the whole range of new technology, after which the course should deal with one detailed topic. The education institutions have the choice of focusing on specific topics according to their regional opportunities. The topics include a broad range of subjects: eg. data processing and computers, communication systems in offices, robots, satellite-television, technology in daily life (scanner, instant tellers, etc.), environment technology, artificial intelligence, gene-technology and life-science.

2.1.2 Results

The experiences in the basic courses can be summarised as follows:

- general outlook:

A general interest in new technology was found. After an overview, the participants expected specific and detailed information on the chosen topics. Practice has shown that the courses are better accepted when divided into a general survey and additional topical lectures, as the originally planned 30 learning units lasted too long.

- target group:

It is necessary to focus on specific target groups (e.g. housewives, older people). A broad and general course makes advertisement for specific target groups difficult.

- utilisation of knowledge:

The majority of people interested in the topic of new technology are vocationally oriented. Advertising has to point out that the course is not aimed at vocational or technical training.

- fees:

One objective of the programme was to support the courses so that the fees did not prevent people from participation.

- advertising:

The success of the courses depends on their attractive presentation, therefore the quality of the advertising is essential. It is easier to advertise courses for specific target groups.

- technical equipment:

The success of the courses largely depends on the technical equipment available in the institutions.

- teaching aids and learning material:

The availability of teaching aids is rather limited, as a result of which lecturers often have to develop their own materials. This adds to the difficulty of recruiting teachers.

- recruiting of lecturers:

Computer specialists are fairly easy to find. It proves difficult, however, to recruit lecturers with a broad qualification profile who are able to teach the wide field of "new technology" for the ordinary fees.

- practical and methodical orientation:

Technology as a topic is of high public interest. Therefore, non-vocational adult education should not only inform about new technology in general - as the mass media already do - but should also provide practical exercises, as well as visits to workshops and firms in the field of technology. If the courses are to provide more than just information, an interactive learning concept is important. That means that time, expertise and equipment for experiments should be available.

2.2 Model: "New Technology and Older People"

The programme is particularly designed for the target group of older adults. In addition to the traditional offers for seniors, these courses are a special offer for older adults and extend the programmes in healthcare, languages, nutrition and creativity etc.

2.2.1 Outline of the course (résumé)

These courses of technology aim at:

- reducing fear and improving self-confidence in handling new technology;

- forming an opinion on technical changes in daily life;

- improving activity and independence of older adults;

- giving more information about new technology;

- improving the intergenerational communication and discussion;

- mastering everyday technology.

Older adults should participate in social life and lead their own life for as long as possible. Knowledge and competence prevent senior citizens from social isolation. The continuing technological changes require permanent learning and relearning.

The active acquaintance with technological innovations leads to the acquisition of technological familiarity.

The topics of the courses are:

- Computers;
- New Technology in Daily Life;
- New Technology and Leisure;
- Macrotechnology;
- New Technology and Medicine.

2.2.2 Experiences and results:

Computer courses proved to be most popular with older adults. They find a sense of achievement and self-assurance when working with the new system. This experience helps to reduce fears of new technology in general. In the meantime, advanced courses in computer technology have been established for senior citizens, as interest in these courses has increased.

The programme emphasises the topic of "New Technology in Daily Life", as technical equipment, such as instant tellers or ticket-vending-machines, are becoming more and more familiar to the public. New technology can also be very helpful for disabled older persons. The older the age group involved, the more likely it is that the individuals will have slight handicaps. In this respect, does the course present the positive aspects of new technology?

The subject "New Technology and Medicine" is a new approach. The courses are particularly successful if an experienced and regionally well-known physician can be recruited to present the subjects.

Excursions and visits to plants and macro computer systems are important for the implementation of the subject "Macrotechnology". Excursions are of general interest and acceptance. It is thereby possible to extend the everyday experiences and avoid formerly frightening learning situations.

Older adults often experience difficulties when faced with new technology. They question their ability to learn and, as a result, their motivation to learn and to comprehend new technological advances is limited. The experiences of practical educational work, however, confirm the results of gerontological research concerning intelligence, memory and learning ability. Older people are just as capable of learning as younger people, they just do it in a different manner.

Under methodological aspects, you have to consider explaining your steps in the learning process. In order to avoid stress for the senior citizens, you have to combine the learning process and the learning objectives, and to take into consideration the life experiences of the adult learners. It needs constant positive feedback and a pleasant learning atmosphere to increase the learning progress.

From the organisational point of view, the courses for older adults should not be scheduled to last too long. They have to be projected as one course and towards one group of learners. It should be possible to join the same group if someone has to miss a lesson as a result of illness or travel etc.

The courses have to be open and informal, because older people are not willing to waste their new spare time by over-booking themselves. On the other hand, it must be possible to identify with the learner group and the education objective - thus a club atmosphere is particularly helpful.

Course schedules proved favourable in the mornings or in the afternoons. Apart from the fact that quite a number of senior citizens prefer to stay indoors at night time, evenings are left free for family life or other social activities.

These organisational aspects are important to consider when planning courses for "New Technology", but also in the organisation of further education for older adults in general.

There are some more details of interest:

- The larger the catchment area, the easier it is to organise courses reflecting the special interests of the learners, and vice versa.

- Pensioners with special skills are welcome as teachers.

- It is not easy to answer the question of intergenerational learner groups. Some providers consider it necessary to establish their own courses for old age others oppose this concept as it might enforce isolation of this special group and try, whenever possible, to establish intergenerational courses for special topics. The opinions on this concerning the courses in "New Technology" are very different. But no provider would exclude younger people from courses specifically offered for older people - with the exception of computer courses. It goes without saying that educational work with older adults (over 60) is of great importance. One reason is the demographical development, another is the increase of learning motivation of old age learners and, concerning the topic of "New Technology", the rapidly changing technology that has to be handled by the older generation.

- Advertising and information are of great importance for older people, especially if the contents are new and unknown.

- Cost is another point. Older adults are very sensitive concerning the cost of courses. There is not a special cost-price to quote. But from previous experience, we find that older adults calculate more carefully than other target groups and the cost could be a reason for the lack of participants.

- The topic "New Technology" helps to acquire new target groups for participation in meetings of further educational work.

- The pilot programmes have shown that further educational work is a help for older adults in handling new technology. Working and learning together, sharing the new experience of relearning enable older people to manage new technology (e.g. computers) confidently. The learners "of technology" in old age show great competence and high motivation. Analysis of mental attitudes and the courses themselves indicate the different assessment of technology, in particular as older people are concerned about the dangers and the chances not only for the individual but for society in general.

2.2.3 Topics for learning units (see graphic next page)

New Technology (Outline of Courses for Older People)

TOPICS
(with excursions and exercices)

New technology in Daily Life - in Housekeeping - out of House	Computer	New Technology and Leisure	Macrotechnology	New Technology and Medecine

Proposals for Learning Units

Handling of Automated Machines (e.g. instant letters)	Reading of Printouts	Cable TV Satellite TV	Production Technology (e.g. Robots, Automation)	Medical Diagnostics (e.g. EKG, EEG, Ultrasound)
Household Appliances	Function and Structure of a Personal-Computer	Bookings	Communication Technology	Nutrition (e.g. electronic scales)
Household Appliances	Computergames (e.g. Chess)	CD-Technic (e.g. Handling)	Life Science (Bio- and Genetechnology)	Sports Medecine (e.g. Computer controlled Training Ergometer)
Transportation (e.g. catalys)	Text Programme (Software)	Electronic Hobbies I	Energy Technology	Dentistry (e.g. Dentures)
BTX Videotext	Graphic Programme	Electronic Hobbies II	Environmental Technology	Compensatory Measures (e.g. Hearing Aid, Wheel Char)
Technical distress call systems	Computer as Control system	Photography, Film, Video	Computer Centre	Pharmaceutical Products

2.3 Public computer for readers in libraries

2.3.1 Purposes and principles

The pilot programme "Public Computer for Readers in Libraries" was initiated by three public libraries: Heidelberg, Friedrichshafen, Böblingen. The purpose of this programme was to offer this new technology to people who are not willing or unable to join further education courses. Readers could familiarise themselves with computing under the assistance of a specialist. The computer was part of the media equipment of the libraries.

The personal computers set up in the publicly accessible areas of the libraries were at the disposal of the readers. During opening hours, the computers were not for administrative use.

Knowing that new technology is an essential part of daily life, this pilot programme was initiated to give adult learners an understanding of these new developments. Computers and automatisation are everywhere, whether people like it or not. As libraries are public places for individual learning, potential learners, who are not willing to join adult education courses, find an opportunity here to acquaint themselves with the computer. In addition, libraries are open all day, in the evenings and at weekends.

The objectives were the same for every library:

- reduce threshold anxiety towards computer technology;
- make familiar the structure and function of a computer system;
- use a personal computer;
- get to know the effectiveness of programmes;
- write texts or create graphic designs;
- use and experiment with programmes.

2.3.2 Results

In Böblingen, all levels of society were interested in the computer system and in the work with it. Yet, the participation of younger adults was significantly higher here compared to the other two libraries. It was spectacular to see the great number of women using the personal computer in Heidelberg. The participation of members of other adult education courses was also very high, as they had the right to use the personal computer free of charge.

Comparison of the libraries:

	Böblingen	Friedrichshafen	Heidelberg
inhabitants	41 500	52 064	130 000
readers	unknown	7 316	21 000
media equipment	108 422	63 390	190 000
lending rate	334 481	222 673	650 000
opening hours/week	39	32	36
PC - hours of use	16	32	36
Fee	free	DM 3.-	2 hours/DM 5.-

The above-mentioned experience has shown that the readers made frequent use of the computer in the library. To work with the computers was so much in demand that the libraries had to make reservations. A second computer was installed in Heidelberg.

The selection of software depends on the interest of the users. The following considerations are important:

i. A public library is a place of both education and leisure. This reduces the fear of the new media because of lack of stress and anxieties.

ii. Public libraries are open daily. Therefore, readers and in particular older adults and mothers with children, who are not able to join courses offered on a regular basis, find their possibility for further education.

iii. Readers are of all ages and all social groups. As their interests and knowledge vary, the software has to be of a wide variety.

iv. Offering computing to people with little or no computer experience means that the software has to be easy to handle. It should be possible to test the capabilities of the personal computer.

v. It should be possible for individuals with no personal computer of their own, but able and eager to solve software problems, to work on their own with programmes.

3. SUMMARY

Technological innovations create permanent challenges in adult education. Knowledge and skills have to be renewed. Persons are confronted with new technology not only in a professional context, but also in daily life. Therefore, it is suggested that adult education institutions should offer aid to elaborate skills in managing new technical equipment, basic knowledge of functions and logic of computers and judgments about the chances and the limitations of new technology for all. Of course, there are special target groups for projects in the non-vocational field, for example older people, housewives and people in their leisure time.

The special programme "New Technology" in Baden-Württemberg includes three different topics:

- Basic Course "New Technology";
- Model: "New Technology and Older People";
- Public Computer for Readers in Libraries.

Thus, non-vocational adult education enhances technical skills and knowledge as well as the social competence of participants.

LEARNING WITH ADULTS FOR SOCIAL CHANGE

New approaches in theory and practical experience of the Pedagogical Institute (PAS) of the Public Adult Education Centres Association in the Federal Republic of Germany

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LEARNING WITH ADULTS FOR SOCIAL CHANGE

NEW APPROACHES IN THEORY AND PRACTICAL EXPERIENCE OF THE PEDAGOGICAL INSTITUTE (PAS) OF THE PUBLIC ADULT EDUCATION CENTRES ASSOCIATION IN THE FEDERAL REPUBLIC OF GERMANY

In the following, I would like to outline a fairly new approach to theory and practice in adult eduation which has been developed from the concept of "key qualifications". In the long run, it might help adult educators to treat fairly all aspects of the relationship between social change and learning with adults.

The main problem of adult educators is not to define what adults need to learn, but to find out for themselves from learning with adults. Therefore, in a second part, I shall try to sketch three examples of concepts in the training of adult educatiors to get better access to basic processes in teaching or in learning with adults.

The examples underline the necessity of adult educational research which concentrates on the learning situation and which takes the didactic process as its topic.

A paper like this only allows an outline to be made. As far as the previous work of our institute is concerned, I could of course (within the formal or informal work of the conference) give some more information on published research results or internal reports - the majority of which only exist in Germany.

There is of course, an immense demand for special training and retraining to meet changing social conditions. To arrange learning facilities in this respect will be one of the main functions of adult education. It might however be better to teach people to create thir own jobs using their qualificatons than to retrain them for jobs whose conditions have been defined by others. Adult educators very often find out that participants in training courses are not able to follow or to use what they learned because they are lacking in basic qualifications. The term "social change" in this sense includes political, economic, technical and ecological changes etc.

SOCIAL AND PERSONAL COMPETENCES ARE INDISPENSABLE BASIC QUALIFICATIONS TO ENABLE ADULTS TO REINFORCE AND TO TAKE PART IN SOCIAL CHANGE

This new approach has been developed on the basis of the discussions about so-called key-qualifications. It is argued that modern industrial jobs in many sectors of society require new general qualifications which persons from a lower level of formal education hardly ever possess. When applying the concept of key-qualifications to adult education, we use the terms of personal and social competences.

Personal competences are:

- realistic self-confidence;
- development of comprehension and judgment;
- recognition of the relevance of one's mental attitudes;
- imagination;
- perceptive faculty;
- ability to "structure";
- ability to deal with conflicts and to solve problems;
- working virtues:
    - concentration,
    - patience,
    - carefulness,
    - perseverance.

Social competences are e.g.:

- ability to co-operate;
- ability to communicate;
- ability to grasp overlapping personal and professional connections;
- responsibility (in relation to work, environment, health, etc.).

This is of course just a helpful differentiation of a complex phenomenon - in reality it is very hard to make a division between personal and social aspects in the abilities of the individual learner who, in every case, lives and works in a community.

The conceptual work is also based on experiences which from different programmes and courses in adult education, especially literacy courses.

It has been found that participants in adult education often acquire knowledge and practical skills and in the clasroom they have no problem using them. No practical use of these skills outside the classroom can be observed. This is because no guidance was given as to how to translate what they had learned into practice and because they lacked personal and social competences.

On the other hand, there are some important results from former projects on literacy and elementary adult education. Here it could be proven that it is possible to cope with the counselling. This concept tries, by means of dialogue and group conversation, to "work off" connections between one's personal learning history and present learning (forms of learning, learning behaviour, etc...) or differences between self-perception and the perception of other people as well as the problems and possibilities of application. At the same time, the approach of participants and course leaders to problems and disturbing factors in learning could be changed and differentiated.

Through some local adult education centres which followed and evaluated those who had participated in literacy and elementary education courses, we got the impression that participants who had taken part in these courses were welcome participants in other courses because of their transfer achievements and their self-confidence. They know how to make use of special forms of working and learning. They dispose of realistic assessments based on improved judgment. They possess higher communication abilities. To sum up, their behaviour is a stabilising factor for the whole group of students.

We are now using these experiences in a project aimed at developing a learning concept: through integration of professional, personal and social elements, it allows fundamental learning and transfer competence to be taught to the participants as as starting-point for continuous vocational and personal development. A second aim is the development of a training- and retraining-programmes for co-workers in adult education which enables them to use this learning concept.

ADULT EDUCATION SHOULD - IF POSSIBLE - TAKE PLACE IN CLOSE CONNECTION WITH DAILY LIFE EXPERIENCE

In many countries, the history and development of adult education cannot be described without mentioning the influence that comes from universities, which - because they were running the risk of losing all contact with daily life - opened their doors to outreach and extramural adult education work. Today, the established adult education system finds itself confronted with the fact that traditional teaching and learning in defined groups and courses with fixed aims might still be very important but is not enough to meet all learning requirements in a changing society. Adult education needs to open its eyes, its windows, and its doors. More than ever before, those who work in Adult Education feel the need to look at what really happens when educating adults (or learning with adults) is intended. They should leave the classroom to reach the groups and problems for which the teachers themselves believe that the system of adult education has been established. If groups come together in a regular classroom, their learning activities will be more effective when they are closely connected to daily life experience.

Examples of the above-mentioned situations might be:

- learning in connection with the increasing number of questions being asked about ecology, energy and natural resources;
- local initiatives and social movements with different aims which always require learning activities;
- working at the problems and possibilities which a multicultural society brings;
- learning in connection with the changing relations between east and west; or
- dealing with the problems caused by the differences between the rich industrialised countries and the poor countries of the "third world".

In this context, new forms of adult education and new places of learning for adult education evolve. The learning situation becomes more differentiated.

SUBJECTIVE INTERPRETATION PATTERNS OF PARTICIPANTS AND COURSE LEADERS CAN BE HELPFUL IN ORDER TO CREATE BETTER LEARNING CONDITIONS IN ADULT EDUCATION

This approach was first discussed in social-psychological theories. The first application to adult education took place in the political adult education work of the trade union movement.

The basic assumption of the concept is that each person uses and needs stable and complex partterns to interprete social situations and to decide on how to behave in these situations. Life in a "mode of interpretation" for survival by structuring is a constitutive element of human beings. In this respect, interaction takes place though an interchange of interpretations.

These interpretation patterns seem to play an important role in situations where adults or adult educators learn. Learning situations cannot be adequately described - and made accessible to research - by analysing their objective elements and the actual verbal expressions of the people concerned. Even more important is the subjective meaning. Finding out and comparing those interpretation patterns in an 'understanding analysis' could offer hints for a better conception of student-oriented guidance.

In the experience of the PAS, this concept has been used in connection with introductory and retraining programmes for full-time adult education staff and in work and learning programmes with the unemployed. In actual research and development activities, it is involved in a more implicit way and in combination with other theories of understanding.

SINCE SOCIAL CHANGE IS A CONTRADICTORY PROCESS, CONTRADICTIONS SHOULD BE A MAIN DIDACTICAL ELEMENT IN VOCATIONAL AND GENERAL ADULT EDUCATION

The third approach originates in discussions among colleagues working in the field of vocational adult education. In connection with the concepts of key-qualifications and socio-cultural interpretation patterns, they state that the field of work in a broader sense as well as the field of vocational adult education itself are characterised by contradictions.

Vocational education is greatly influenced by the contradictions of unemployment in industrial societies.

The situation in working environments is characterised by particular conditions and interests in single firms. Public interests with regard to negative ecological results of production or unemployment etc. are scarcely recognised. Private firms are also normally "closed shops" with regard to public or independent vocational education and adult education. Numerous problems that arise in cultural and educational work related to work and occupation have their origin in the inadequacies of vocational training for young people. The predominance of private firms as the principal places of learning prevents the kind of training that would encourage the articulation and realisation of one's own vocational, social, and political interests.

New technologies ask for new qualifications and offer new places of employment. Nevertheless, they contribute to the reduction of labour and they create problematic new working conditions - e.g. in front of the computer screen.

Individual learners, however, often tend to accept working conditions and social conditions as "given" and frequently they are supported in this attitude by teachers in vocational adult education. Their interpretation patterns in this respect are similar and by this, they contribute to the stabilisation of these conditions, so much the more as the influence of social class theories and great social movements - which in former times forced social change - begin to fail.

In the learning situation - and in the work situation, while trying to attempt new vocational skills - problems arise from this incongruity between attitudes and social reality. Individuals look for reasons of objective contradictions, which they, because of their interpretation pattern, cannot realise as such and try to find those reasons in their own person. This again paralyses learning.

"Adult education which makes claims to being humanitarian must, whithout losing sight of the demands made by society, make the contradictory nature of things the topic of its educational work so that participants can cope with the anomalies. Its works is therefore a balancing act. In view of the new demands, it should provide further vocational qualifications and, at the same time, make possible the development of the personality and the opening up of social reality... What is needed is adult education which is not related one-sidedly to one or other function but is a varied programme of general, vocational, cultural, political and integrated education" (Meisel/Reutter).

This approach concerns the contribution of adult education to the dismantling of social privileges and to democratisation in all aspects of human life. Adult education plays its part in seeking participation on an equal footing for all social groups in the major societal discussion processes and in the main areas where people work and live. In the structuralistic and functional social theories, every social fact has special functions within the structure of society. Arguing in this way, the existence of contradictions, of underprivileged groups and areas may not only be interpreted in terms of social gaps and disparities but also as stabilising factors within the existing power structure of society. And those "in power" (or privileged) might be persons, political parties and governments, social groups as well socio-geographical regions and areas where attempts to change the situation of the "underprivileged" must affect the privileges of the "privileged". Adult education may also help them to accept this new situation. However, this reciprocal effect shows that emancipation is not an individual affair, but only definable and practicable as a solidary for freedom from dependence in society. Adult education cannot bring this about on its own but it can make a contribution.

THE WAY IN WHICH ADULT EDUCATION CAN CONTRIBUTE TO BRIDGING THE INTELLECTUAL AND EMOTIONAL GAP BETWEEN PEOPLE

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THE WAY IN WHICH ADULT EDUCATION CAN CONTRIBUTE TO BRIDGING THE INTELLECTUAL AND EMOTIONAL GAP BETWEEN PEOPLE

We have decided to discuss briefly a subject entitled: "The way in which adult education can contribute to bridging the intellectual and emotional gap between people". We shall try to deal with this subject as it appears from an Icelandic point of view. But let us first consider a few facts about Icelandic society.

The population of Iceland is small, only 250,000 inhabitants who live in scattered settlements. For centuries, the population of Iceland consisted of farmers who were firmly entrenched in old traditions and not inclined to changes. It was only during this century that the situation began to change. At the turn of the century, 90% of the Icelandic population lived on farms in the country and only 10% in towns and villages. Today, it is exactly the other way around as 60% of the population now live in metropolitan Reykjavik and 90,000 in the capital itself. Along with these changes, the w which people live and work have also changed. Iceland is now an industrial country wi income per capita and a high standard of living. In recent years, unemployment has existent and a shortage of manpower has characterised the last 20 years. These trends towards expansion have, however, brought about a high rate of inflation. Unemployment first surfaced last year but at the very low rate of two to three per cent.

In the days of the old farming community in Iceland, it was common for people to educate themselves both in their youth and later in life. Iceland has a very long tradition of literacy - not only among the upper classes but also among the general population - and various efforts were made in the past to ensure that the basic education skills of reading and writing were taught to as many as possible. Towards the end of the 19th century, schools that taught home economics and agriculture were founded. These schools did in fact provide adult education because most of the students tended to be over 20 years old when they had a chance to enroll. These two different kinds of schools benefited the community as a whole, especially the schools that taught home economics. In the country, they led to higher cultural standards and improved hygiene on the farms. Many of the students who attended these schools continued their education on their own, and some even became scholars later in life. On the other hand, folk highschools - like those that contributed so greatly to the education of the general population elsewhere in Scandinavia - only flourished for a short while in Iceland and study groups are virtually unknown.

In recent years, adults have made use of the adult education system in order to seek basic education or further training. It is clear that this form of education has provided an opportunity for a large number of people to improve their lives, and it has bridged the gap between both individuals and groups of people. It would take a great deal of time and space to do justice to this topic, so we are forced to reduce it to a few basic observations.

In the first place, it has to be emphasised that, in a country where human settlements are scattered as widely as in Iceland, it often happens that those living in remote areas do not receive basic instruction. Distance adult education can remedy this situation and general adult education can stem the current exodus from the countryside to urban areas.

Secondly, it is common for individuals of different classes to marry. As a result, the education of husband and wife has often been vastly different at the beginning of a marriage. In such cases, the person with little education has often managed to catch up with his or her spouse thanks to adult education.

Thirdly, the generation gap can often be bridged through adult education. In the past, the older generation often had no opportunity to continue their education after primary school, whereas their children can afford to stay on at school because the general public is now much better off than in the past.

The fourth point to be made is that adult education is an important way of bridging the gap between individuals and groups of people in an ever changing labour market. This may involve smoothing differences between employees within the same company and increasing their chances of working together. One of the changes in recent years is the increased tendency among companies to want to see certificates or diplomas, either as a condition for hiring people or before allowing them to carry out specific tasks. Previously, people were allowed to learn the skills which their job entailed from their fellow workers and gradually to become proficient. Nowadays, evidence of formal training is required. Adult education has proved to be the means of rescue for many people who find, late in life, that they have to get qualifications.

These four basic points illustrate the necessity of adult education, both basic education, further general education or training for a particular job. People thus have an opportunity to improve their lives, both privately and in the work place.

It is worth noting that it is not enough for adult education to be made available. People also have to be informed of the possibilities that adult education gives them. It is clear that it is no small effort for a person with little or no education to enroll in an adult education programme. Furthermore, it is also common that such people had a very negative first contact with school. This is why it is so important to attract people to enroll in adult education programmes. For that to happen, many different parties have to co-operate: the education system, labour unions, employers etc. It is important that the adult education programmes do not become isolated from the rest of the education system, even though the methods of instruction required in the adult education programmes differ from those employed in teaching youngsters in compulsory school. With respect to this point, it should be emphasised that, within adult education, it is important that the students' experience - both general and as regards job skills - should be recognised and counted as a part of their education.

It is also important for general education and in-service training to be integrated as much as possible. Employers are increasingly realising that it is a good form of investment to offer their staff the option of further education, but unfortunately not all employers have realised the value of good basic training. Such people only see the importance of the training necessary for a particular job and fail to see that good overall basic education is no less important for the employees to help them do their job well than a narrow job training.

What has adult education changed?

In the first place, traditional secondary education offered to grown-ups in the form of adult education has made more people - armed with job training - go out to work. More adults have also enrolled at university level.

Secondly, adult education has increased the overall level of education in Iceland by improving the education of those who were most underpriviledged in that respect. However, much work remains to be done in that field.

In the third place, adult education has made it possible for individuals to increase and improve their general education. We consider this aspect to be very important, ie to offer people an opportunity to continue their studies, preferably as long as they live, and to learn how their leisure time can be spent in a mature and constructive way.

What can adult education do to change society?

In the first place, adult education is a means of improving the nation's practical and academic training, for instance by improving the education of those with the least training. It has become evident that it is very difficult to persuade people with very little education to accept offers of further education. The best chance of doing that is through the work place and by linking it to increased pay incentives, ie more education means more money. Such education must entail both general social education and training for a particular job.

Secondly, adult education bridges the gap between the various social groups and thus changes the structure of society if everything works out. It is to be expected that people with little formal education who later go through an adult education programme are more enthusiastic about their children receiving a good education.

In the third place, adult education contributes towards a more democratic society, as improved education among grown-ups makes them more capable of work or within a union. It is for this reason that labour unions have been very keen on the social education ot their members.

STATE-SPONSORED ADULT EDUCATION IN MALTA

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STATE-SPONSORED ADULT EDUCATION IN MALTA

The April 1988 Steering Group meeting for the Council of Europe project "Adult Education and Social Change" indirectly made what could, in the long run, come to be regarded as a significant contribution to the development of adult education in Malta and Gozo. For it was on the basis of the related report which was submitted to the Maltese authorities that the first steps towards the development of what would hopefully become an effective adult education unit were taken.

The Adult Education Unit was formed in September 1988 and was entrusted with the responsibility of accomplishing the following tasks:

(a) monitoring the otherwise uncoordinated adult education activities of the various governmental and non-governmental agencies on the Island;

(b) developing state-sponsored projects that contribute to the continuing education of the Island's community.

A number of significant activities took place during this initial year and a half. As far as the first task is concerned, an important breakthrough was made. In June 1989, a two-day seminar, involving representatives of some of the leading adult education agencies on the Island, was held at the Martin Luther King Hall. This seminar led to the establishment of an adult education network which has all the makings of a national one. A steering committee was elected and its major tasks for this year are:

(a) the publication of a newsletter containing information regarding current adult education provision in Malta and Gozo;

(b) the compilation of an adult education directory containing information about the Maltese agencies involved.

Work on the latter is in progress and numerous organisations, government department units and institutions have responded to the questionnaire drawn up for this purpose. The Directory will contain information concerning the goals, origins and development of the various agencies, the names and telephone numbers of the contact persons and brief descriptions of the adult education activities provided, with an indication when they are held, whether any fees are charged and the nature of the adult education clientele involved. The questionnaires which have been filled in and sent to our office constitute a veritable data bank concerning adult education provision in Malta and Gozo.

Funds permitting, another publication should be produced this year - a booklet containing the proceedings of the June 1989 seminar. This booklet should fill a void in that it will probably be the first comprehensive source of reference on adult education in this country.

In an ever changing socio-economic environment, it is essential that several sites of social practice become sites of learning and that educational provision is therefore not the sole responsibility of educational institutions. However, some degree of cooperation between the

sites of non formal learning and such institutions is desirable. The Adult Education Unit, for instance, seeks such cooperation with agencies of non formal learning so that it can furnish the adult community with attractive and meaningful programmes. Moreover, activities intended to bring about social change are more likely to be successful if they involve a number of social institutions, organisations and movements. The Network provides the educational infrastructure for such cooperation and concerted efforts.

Apart from establishing the mechanism for monitoring and, where possible, coordinating adult education activities, the Unit has itself been directly engaged in the provision of adult learning facilities. At about the same time that the Unit was being set up, an agreement was reached with the Media Education Centre to utilise, for adult education purposes, some of the time allotted by Xandir Malta, the state-owned broadcasting company, to educational radio transmission. A plan of action was quickly drawn up and transmissions began in earnest in October of the same year.

The project, which is now in its 19th month, is intended primarily to broaden the general knowledge and cultural baggage of the adult listeners. Although it is the organisers' intention to provide as diversified a programme of learning as possible, it was considered appropriate, at the time, to launch the project by means of two series of programmes focusing on the social sciences - widely regarded as the area which is most likely to provide adult learners with important insights into the workings of the society in which they live and to whose development, it is hoped, they would be willing to make a positive contribution.

The first series treated the area of the Social Sciences in its broader context. The second dealt specifically with the issue of basic economics in everyday life. The third series, which came to an end in December 1989, concerns Maltese Literature and was intended to foster, among adult learners, an interest in reading novels in the Maltese Language and in creative writing. Another series, developed along similar lines, started in January 1990 and is also drawing towards an end. The emphasis is, once again, on creative writing.

Every effort is made to render the presentation as diversified as possible and a variety of techniques are employed, including script reading punctuated by music, 'vox pop' interviews, dramatised pieces and brief discussions. Most important, however, is the creation of a 'Listeners Club'. This club constitutes the means whereby the necessary feedback is obtained. Without such feedback, the programmes would not be very different, in terms of teaching effectiveness, from any of the other culturally informative programmes transmitted on radio during the week.

Towards the end of each programme, listeners are urged to write to the Unit with a view to joining the Club. They are duly registered and sent exercises relating to each programme. These exercises are worked out and are marked by tutors appointed by the Unit and the Media Education Centre. Those who, in the opinion of the tutor, send the best scripts are entitled to a prize. The marked scripts are returned to each student. A modest, though important, attempt at correspondence education, through the Media, is being made.

The programmes are not wiped out following transmission and are reproduced in the form of cassettes to assist other adult education agencies with their "face to face" teaching. It has to be stressed, however, that such cassettes should only supplement and not serve as a substitute for adult learning. In this age of great technological developments characterised by the widespread use of programmed learning, which, in turn, requires the use of a lot of

prepackaged material, we need to ensure that the important element of human interaction is not removed from the educational process. It is felt that the Maltese islands are the ideal size to ensure that, whatever the nature of the programme, direct human contact between educator and educated, as well as between the educated themselves, is established. The setting up of a 'Listeners' Club' facilitates such contact since it is not difficult for occasional meetings, involving programme planners, tutors and participants, to be arranged.

This year, the Unit was involved not only in correspondence learning, through the media, but also in "on the spot" animation. Availing itself of an existing parish organisation, the Unit launched a pilot project involving visual education among the elderly at Paola. Six young art teachers, turned learning facilitators, interacted with a group of elderly people at the Paola Parish Hall and encouraged them to explore their hitherto untapped creative potential. True to their role as facilitators of learning, the young animators tried not to impose any ideas on the adult learners but merely assisted, making a few suggestions here and there. Some of the adult learners were encouraged to cooperate with each other on a single piece of work. An evaluation exercise, involving all participants, was held at the end of the Project which ended with one final activity: the participants helped mount an exhibition of their own work. Their creative works were kept on display for almost a fortnight and the parish organisers and helpers were encouraged to build on this experience, to enable the activity to develop into an ongoing community project.

The Adult Education Unit is responsible for the co-ordination of a mass adult literacy programme which was launched by the International Literacy Year (Malta) Committee, on which the Unit is represented. The programme is part of a campaign to eradicate illiteracy from the islands of Malta and Gozo. This is an "attack on all fronts", involving government departments, the Media, the Church and voluntary organisations.

The national programme currently being organised and coordinated by the Unit, under the auspices of the ILY (Malta) Committee, involved 33 centres scattered throughout the two Islands. Over 1,500 people are involved. The Malta adult literacy centres are located at B'kara, Blata l-Badja, Gzira, Luqa, Mosta, Mqabba, Hamrun, Qormi, Rabat, St. Venera, Tarxien, Valletta, Mellieha, Vittoriosa, Zabbar, Zurrieq, Sliema and Zetjun. A statistical breakdown of participants, according to age, is attached to this paper.

The response was very encouraging, considering that the population of the Maltese islands is approximately a third of a million. In an earlier version of this paper, it was stated that the Unit should not confine itself, in this activity, to using existing traditional structures but should interact with popular social organisations, such as parish centres, in order to hold these literacy sessions in non-formal settings(1). It was felt that these organisations could assist the Department's teachers in their work by making their popular centres available for adult literacy teaching and by encouraging non-literate and semi-literate parishioners to attend.

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(1) The paper referred to is "Strategies for the Development of Adult Education in Malta" delivered at the Council of Europe-sponsored Seminar "Adult Education, Work and the Long-term Unemployed" held in Malta, in November 1989.

It was felt that these people might feel more inclined to attend literacy centres if these are held in non-traditionall settings rather than in institutions which provided them with little, if any, satisfaction during their childhood.

It transpired, however, that the programme was carried out on a much larger scale than originally anticipated. This, together with the need for ample space to accommodate the different learning groups, necessitated the use of state school premises. As the statistics indicate, adults were not dissuaded from attending and the number of participants is likely to increase next year with the opening of new centres.

The language used throughout the literacy programme is Maltese. The intention, however, is that of giving participants the skills necessary to participae effectively in the life of a country which has emerged from a long period of colonisation and is constantly seeking to assert itself in a highly competitive international environment. The country's citizens must, therefore, acquire the skills necessary to communicate effectively with their international counterparts and to reap the full benefits of the great advances in information technology which characterise our era. While the survival of the Maltese language, the hallmark of our national identity and the formal means of expression which bears the closest relationship to our popular culture, has to be safeguarded, it is necessary to ensure that as many adults as possible are granted access to the English language which is regarded as an important key to international communication. It is felt tha they need to develop their bilingual skills.

This, it is felt, should be among the goals facing the organisers of the adult literacy campaign. The programme should, therefore, not be confined to the teaching of the Maltese language but should extend to include English. There seems to be a general request from participants to include English in the literacy programme and it is felt that the recently set up English Language Resource Centre can facilitate the provision of effective adult education programmes in this area. Great importance should be attached to the teaching of relevant numeracy and social skills in a programme which should develop into one of Adult Basic Education.

The success of this programme depends on the effort and dedication of the teachers involved. Two short preparatory courses for teachers were held prior to the commencement of the programme. Each course involved the discussion of such issues as:

(a) the philosophical and sociological foundations of adult education,
(b) adult literacy teaching,
(c) learning handicaps encountered by adults,
(d) the teaching of Maltese to adults.

Unfortunately, the large turn-out on the part of the learners forced the programme organisers to employ a number of teachers who had not followed any of the preparatory courses.

The educational methodology used varies from one learning group to another. The major challenge facing the Unit in the forthcoming year is to ensure that the process of education involved becomes as less teacher-centred as possible. The accent ought to be placed on learning facilitation, a process characterised by a strong degree of learner participation, dialogue and constant negotiation of the learning content between educator and educated. The

cultural background of the adult learner should, as far as possible, constitute the basis of his/her learning process. And this process would ideally be considered by both educators/facilitators and learners as a democratic experience and an exercise in liberation rather than domination.

The foregoing should apply not just to the current adult literacy campaign but to any "face to face" adult learning project in which the Unit may be involved in the future. One such project that is being suggested in this paper would involve the setting up of a "popular university" in Gozo where the local adult population has fewer authorities to further its education, outside working hours, than its Maltese counterpart. The Gozo Lyceum Complex can be transformed, during the evening, into an adult education centre where courses for adults in academic and technical subjects can be combined. In order to render the whole process democratic from the outset, questionnaires ought to be sent to Gozitans, over 21 years of age, who are not attending a formal education institution. By means of such a questionnaire, these people can be asked what they would like to learn in their free time. A number of subjects would be listed and these people would be asked to tick those they prefer. Provision should also be made so that the respondents can indicate any subject, or subjects, not listed in the questionnaire, that they may wish to study.

Another project worth pursuing is that of setting up some kind of international adult education centre in Malta. This could be a centre specialising in the teaching of English and of areas relating to the Mediterranean Civilisation. The setting up of such an adult education centre would be one of Malta's contributions to an international environment which is increasingly being characterised by the fostering of greater understanding among peoples through transnational educational projects.

The other strategy recommended in this paper concerns the issue of employment and it ought to involve interaction between the Adult Education Unit and those involved in running the three schemes/centres about which the Council of Europe representatives were briefed during their visit to Malta, in November 1989, in connection with the CDCC's project: "Adult Education and Social Change". The schemes/centres in question are the Auxiliary Workers' Training Scheme, not the Training Agency, the Extended Skill Training Scheme and the Workers' Participation Development Centre.

In one of the final reports of a similar CDCC-sponsored meeting in connection with the same project, held in Hof (Federal Republic of Germany), stated that skills transmission, on its own, is not enough to prepare people for employment in an ever changing socio-economic environment. It is certainly not sufficient to enable people to gain control of their own lives. One feels, therefore, that skills transmission will have to be allied with a strong degree of cultural preparation so that an empowering education can be provided.

This paper recommends that a cultural component be added to the ESTS, and possibly the AWTS/ETA, programmes. Adult learners will therefore not be given a narrow, vocational education, one which merely enables them to "fit" the system, but a broader one, combining vocational education with academic and social skills. Only through this broader education can the prospective worker be transformed from "Object", a person under somebody else's total control, to "Subject", an active participant in the life of the community and the production process.

Social Studies should constitute the heart of this programme of cultural preparation and, if we intend to make the learner an active agent rather than a passive recipient of transferable skills, then the programme designed for such purposes should have a participatory orientation. One feels that the Workers' Participation Development Centre at the University can make a great contribution to the planning and actual implementation of such a programme.

During informal discussions involving officials from the Unit, WDC and ESTS, an interesting idea was floated, namely that the WPDC's final year students should be sent out to teach ESTS learners in the area of Social Studies and be given academic credit for their efforts. It may be added that they can be involved in a similar educational activity with AWTS/ETA learners. The WPDC officials would, no doubt, be the first to admit that making one capable of communicating to others the knowledge learnt should be a very important goal in participative education. In facilitating the education of prospective fellow workers, one would be taking part in a participatory experience.

(*) The paper referred to is "Strategies for the Development of Adult Education in Malta" which was delivered at the Council of Europe-sponsored Seminar, "Adult Education, Work and the Long-term Unemployed", held in Malta, in November 1989.

Adult literacy centres in Malta: Males
(Breakdown of age-groups)

Centre	10-20 yr	20-30	30-40	40-50	50-60	60+	Total
B'Kara	5	16	16	10	3	3	53
B'Bajda	1	10	10	3	2	-	26
Gzira Secondary	6	11	15	11	14	-	57
Luqa	1	9	13	6	-	-	29
Mosta	4	16	17	14	3	-	54
Mqabba	-	1	1	1	-	-	3
Qormi	-	15	18	6	2	2	43
Qormi S.S.	6	18	40	8	4	1	77
Rabat	4	5	11	4	1	-	25
S Venera	1	14	29	19	4	4	71
Tarxien	3	9	37	8	-	-	57
La Valette	-	17	10	5	1	-	33
Vittoriosa	1	12	17	8	3	-	41
Zabbar	7	22	49	22	5	2	107
Zurrieq	-	-	1	2	-	-	3
Zejtun	-	5	2	2	2	-	11
	39	180	286	129	44	12	690

Adult literacy centres in Malta - Females
(Breakdown of age-groups)

Centre	10-20 yr	20-30	30-40	40-50	50-60	60+	Total
B'Kara	1	3	14	6	15	3	42
B'Bajda	1	7	13	11	7	2	41
Gzira	-	1	14	9	9	4	37
Hamrun	-	2	7	9	11	1	30
Luqa	2	6	10	12	6	-	36
Mosta	1	7	7	6	4	5	30
Mqabba	-	-	-	1	1	-	2
Qormi S.S.	1	13	23	16	12	2	67
Qormi S.G.	3	5	11	15	17	-	51
Rabat	1	5	13	9	13	13	54
Sliema	2	5	6	9	5	-	27
Tarxien	2	8	10	19	7	5	51
La Valette A & D	3	5	5	7	7	7	34
Vittoriosa	3	9	10	3	3	2	30
Zabbar	1	5	20	14	16	3	59
Zurrieq	-	-	4	2	8	3	17
Zejtun	4	2	3	7	4	-	20
	25	83	170	155	145	50	628

Adult Evening Centres (Gozo - 1990):
Males (Breakdown of age-groups)

	10-20 yr	20-30	30-40	40-50	50-60	Total
Victoria	5	13	5	2	1	20
Nadur	2	1	3	1	-	7
Xaghra	3	4	5	1	1	14
Sannat	1	-	3	2	-	6
Gh'Sielem	1	-	1	1	-	3
Xewkija	1	2	2	-	-	5
Qala	1	2	2	-	-	5
Gharb	-	-	1	-	1	2
Zebbug	1	1	1	-	1	4
	15	23	23	7	4	72

Adult Evening Centres (Gozo - 1990):
Females (Breakdown of age-groups)

	10-20 yr	20-30	30-40	40-50	50-60	Total
Victoria	3	2	3	4	4	16
Nadur	2	3	10	5	2	22
Xaghra	-	2	4	2	2	10
Sannat	-	-	3	4	3	10
Gh'Sielem	1	3	7	2	-	13
Xewkija	-	-	1	-	-	1
Qala	-	-	3	1	-	4
Gharb	-	1	-	1	2	4
Zebbug	-	1	1	-	2	4
	6	12	32	19	15	84

ADULT EDUCATION AND PRIORITY SOCIAL GROUPS

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ADULT EDUCATION AND PRIORITY SOCIAL GROUPS

The discussion which centred around the theme "Adult Education and Priority Social Groups" dealt with people who are facing problems due to socio-economic factors connected with unemployment especially long-term unemployment. The discussion following this presentation focused on the manner in which social priority groups can be reached when it comes to adult education. Within this framework, the following points were discussed :

i) the strategies needed to reach such target groups;

ii) the radical changes required to serve these social priority groups better;

iii) the need to analyse the social aspect vis-à-vis the labour aspect;

iv) the need for social welfare (e.g.: literacy campaigns).

Diverse strategies are required to reach social priority groups. However, this itself poses a problem for it is not always easy to establish which are the social priority groups. In this discussion, such groups are those who are social outsiders due to the fact that they are unemployed. In short, those who have been unwillingly unemployed for a considerable time. Since, over the past years, such groups seem to have increased, it is obvious that they have not been sufficiently provided for. This gives rise to the need for radical changes.

The problem of migrants is also incorporated within that of social priority groups. Generally, it has been indicated that education should not be solely concerned with social promotion but should clearly provide a precise indication of the labour market demand. Furthermore, education should provide what is needed for return to the country of origin. Above all, education should provide the tools necessary to equip the individual with the appropriate skills required for adapting to the continuously changing labour demand, which may not necessarily rely only on formal education but on informal knowledge such as:

i) knowledge of how society functions in general;
ii) the interaction between social networks and cultural activities;
iii) identification of particular personal needs within the society in question.

In Yugoslavia, it was considered that, for a person to be a stable and mature individual in a democratic system, one had to be able to take advantage of the existing cultural wealth. This is necessary in order to minimise political manipulation and increase individual dynamism in the social environment. Consequently, training is necessary. The easiest solution would be to provide training for a particular job. However, when visualised socially, this is lacking, for, although it may serve the ends of the labour market, it certainly does not improve matters from a general social standpoint. As a result, it has been seen that institutions do not attack this problem on all fronts since institutions tend to remain locked in narrow specialities where young and old are treated the same. This must change. In Yugoslavia, at least in the cities, there are attempts to have this minimised.

The Council of Europe considers migrants as a high priority group. However, it is also considering the position of the long-term unemployed over a certain age. This presents further problems:

i) whereas, before, problems were concentrated on the migrants themselves, nowadays it has been realised that their children have not only such problems as these but also problems of national identity;

(ii) besides, more migrants tend to remain in the host country even after retirement.

Naturally, this complicates the provision which must be made. In countries such as Denmark, Sweden and the Netherlands, studies have shown that this is a complicated process.

The Netherlands have clearly indicated that reaching target groups on an individual basis is possible (smaller groups give better results). However, it is important that one must not refuse adult education to such groups since this educating process must be overall. In Sweden, this experience has given rise to specific training programmes with attention being paid to cultural activities. On the other hand, the Danish experience could not be carried out due to people not possessing basic knowledge.

The main problem outlined especially in Norway is that qualifications are not always easily acknowledged. Consequently, there is a need to establish a fixed set of qualification criteria.

What is worrying is that a disquieting percentage of people classified as long-term unemployed is illiterate. Action must be taken quickly. From 1983 to 1986 in Germany, courses to reduce illiteracy were held in 20-30 towns. The main outcome was that such programmes needed to be coupled with guidance/counselling and teacher training/ supervision. In Malta, another campaign to eradicate illiteracy was launched by the Adult Education unit in conjunction with the International Literacy Year. This involves government departments, the media, the church and voluntary organisations. Over 1,500 people from a population of one third of a million are participating. This is encouraging. The language used is Maltese although in the near future English will also be taught.

In analysing the problems which social priority groups have to face, we must also come to terms with the fact that such people have to be presented with a balanced line of action. Finding a balanced approach between the giving of general education and improving of self-confidence is crucial. Moreover, must also be taken in account the fact that illiterate people may be so due to socio-economic conditions and not because of intellectual capabilities. Consequently, we have to commence working from what they can do, which should take into account their cultural baggage in order to be able to move smoothly onto the presentation of experiences/knowledge still new to such groups.

ABOUT SOCIAL INNOVATION: A POLICY

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ABOUT SOCIAL INNOVATION: A POLICY

I. INTRODUCTION

In the Netherlands, a new government (Christian Democrats - CDA and Social Democrats - PvdA) announced a central policy aim for the coming years, entitled: Social Innovation. It is intended to work with new vigour on certain central problems concerning the quality of life, such as: unemployment, non-participation in society, living problems in neighbourhoods etc.

The proportion in the Netherlands between people who are employed and those who are unemployed and claim unemployment benefit has increased alarmingly over the past 30 years.

The following statistics concern only people up to the age of 65. After the age of 65, everyone in the Netherlands is entitled to a state pension. In 1960, for every citizen who was unemployed and completely dependent on unemployment benefit, 12.6 people were employed; in 1970, the figure was 9.9; in 1980 it was 4.3 and in 1989 it dropped to 2.3 (1).

As a result of the economic crisis in the 1970's and 1980's and the economic policy of the Dutch government (2), (Christian Democrats and Liberals), the number of unemployed people, and people unable to work, receiving benefit increased enormously (3).

The effects gradually became clear; the danger of ghettos forming in the cities, increased petty crime and vandalism and large groups of people becoming permanently excluded from the employment market (especially women, older men and migrants) (4).

A sectoral and segregated policy has not achieved a great deal. With this in mind, the new government - consisting of a coalition between Social Democrats and Christian Democrats - introduced a new policy in March 1990 which is known as "Social innovation" (5). The most important elements of this policy can be explained as follows.

A striking characteristic of this new approach is that it is an attempt to break through the segregated (sectoral) (6) measures and funding by approaching the problems from the point of view of finding their mutual connection and working from this.

The unemployment policy, which has been operated on a sectoral basis over the last few years, has not achieved much as can be seen from the statistics.

As far as the organisation and content of adult education is concerned, it must be in tune with the daily environment of the people and their chances of finding employment. Adult education and community development must go hand in hand.

The aim is to achieve an integral approach through social innovation.

II. SOCIAL INNOVATION = LOCAL INNOVATION

Social innovation is a process which concerns combining action to fight deprivation. In the deprived areas of large and medium-sized towns, this can only be carried out by concentrating the efforts of all those concerned. The most important elements are the government, local councils, social institutes and organisations, the social partners, employment agencies and organisations formed by the citizens themselves such as neighbourhood committees etc.

The intention is to reduce the number of people dependent on unemployment benefit, and to offer those who are unable to find work a better chance of finding a paid job.

Savings made on unemployment benefits can be used to improve the standard of living. Unemployment benefits can also be used productively in financing socially useful work.

The government has defined three areas in which social innovation must take place:

1) employment: helping people to find a job, where necessary by providing training;

2) neighbourhood environment: reducing deprivation through urban renewal, projects to improve housing conditions/environment and improvement of neighbourhood facilities - from the point of view of welfare as well as child care;

3) improvement of effectiveness and therefore quality of the welfare facilities and education.

Besides the use of unemployment benefit for work, important measures are: co-operation between political and social parties, removal of restrictive laws and regulations, breaking through segregated funding by joining forces and giving local authorities more freedom as to how they spend the money.

1. WORK, TRAINING AND INCOME

There should be more cooperation between local and regional authorities on the various measures available for helping unemployed people to receive training or find work.

For the category "people difficult to place on the labour market", an intensive supervision procedure - "op weg naar werk" (on the way to finding work) is being developed. This is usually a lengthy procedure, beginning with training and so-called "training-on-the-job" vacancies, and eventually leading to a paid job.

Preventive - general - measures:

- Children, especially those considered to be socially deprived, will receive special attention at school. In the case of ethnic minorities, special emphasis will be placed on learning Dutch (as a second language).

- For children from 12 to 16 years who are threatening to leave school, special supervision projects will be set up.

- Education and training for unemployed adults: it is now possible to increase the number of places in the so-called basic education (for adults) projects, as well as in the so-called primary, or main (vocationally-aimed) adult education system.

Planning for this sort of education takes place regionally as a result of co-operation between the regional employment authorities, education authorities and local councils.

Strengthening the position of the target groups

Various measures are being used to strengthen the position of women and those belonging to ethnic minority groups in order to increase their chances on the labour market.

Long-term unemployed: job pooling

An important new measure is the initiation of so-called "job pools". Long-term unemployed people are employed by the job pool in work benefiting the job pool itself and for which they receive minimum wages.

Long-term unemployed people between the ages of 21 and 27 years are given priority.

The job pools are concerned with various types of jobs, for example in the welfare sector, maintenance work in districts and neighbourhoods etc. The job pool can be an "end station" for those people who cannot move on to a regular situation on the labour market, or it can function as a stepping stone for those who are able to move on to regular work, after receiving training and supervision. In this case, it applies to certain types of "training-on-the-job" vacancies.

The job pools were set up by, and are the direct responsibility of, the local authorities, although they function in co-operation with the regional organisations for employment.

Sanctions policy

In particular for school leavers, measures are being taken which make it no longer possible to be unemployed for more than half a year. After this period, they are offered a chance to receive extra training, a "training-on-the-job" vacancy or a paid job. They also lose their right to claim unemployment benefit, which means that they cannot refuse.

The previous "right to unemployment benefit" is now becoming "right (and obligation) to work".

2. QUALITY OF STANDARD OF LIVING: NEIGHBOURHOOD IMPROVEMENT

Maintaining and improving deprived neighbourhoods is closely connected to housing policy, urban renewal, crime prevention, education and welfare policy.

Beside these (well-known) policy areas which should be interrelated, the government paper lists a series of concrete possibilities for improving the standard of living: cleaning teams, environment shops, maintenance of green areas, neighbourhood policemen, flat/apartment caretakers, improvement of buildings, child-care centres etc. These points all contribute to improving the social climate and safety in the neighbourhoods concerned.

New ways of managing housing and the living environment should also be developed whereby the residents themselves are more actively involved. All these measures generate employment, especially for the job pools. Social participation on the part of the residents is stimulated by allowing them to have a say in the choice of improvements to be made and the way in which these improvements should be carried out.

3. INNOVATION IN THE WELFARE AND CULTURAL SECTORS

This concerns facilities such as libraries, social work organisations, general adult education, education, clubs and neighbourhood centres, welfare organisations.

In general, in these sectors, the accessibility, quality and effectiveness of the facilities offered need to be improved; at the same time, emphasis should be switched from curative to preventive action; extra measures should be taken to make up for lost ground.

More intensive work will be done to extend the possibilities for helping people, who (possibly temporarily) are unable to look after themselves at home (instead of admitting them to special homes for the aged, disabled etc). Home help and special care is the motto here.

Cooperation between doctors, district nurses and small-scale family welfare organisations must be achieved.

With respect to long-term care, facilities for chronically ill patients, handicapped people and old people will be strengthened. (The population of the Netherlands has a high percentage of older people.)

Home help has consequences for the housing situation and the relevant welfare services in and around the houses of those needing care.

In the Netherlands, the highly fragmented relief organisations (for homeless people, drug addicts, ex-psychiatric patients) should work together more efficiently and should build up contacts with the relevant mobile and external relief organisations. The aim is to organise the relief facilities in a simpler and cheaper way.

In the field of preventive health care, campaigns and action will be initiated by the local authorities aimed at various groups in deprived areas. It has recently been established that health differences, in various sectors of the population, have been linked to "socio-economic" differences.

Finally, with regard to culture, the emphasis will be shifted from cultural expression to cultural participation. The idea is - apart from removing financial restrictions - strengthen public participation in museums, to support projects encouraging reading (libraries), and to improve policy concerning amateur artists and artistic development.

Concluding remarks

In order to carry out this large-scale (and rather ambitious) social innovation plan, the government proposes signing agreements with the first 37 local authorities in the Netherlands next summer. The key elements here are managerial co-operation, elimination of bureaucracy, desegregation (sectoral policy) and deregulation.

The primary funding to be made available for the policy will come from the Dutch Ministries of Welfare, Health and Cultural Affairs, Education and Science, Social Affairs and Employment and Internal Affairs, Housing and Environment. For the most part, this is not "new" money, but money with more or less no spending restrictions and decentralisation from money-streams from the national level to the local level.

At first, agreements will be signed for a period of four years (up to and including 1994).

NOTES

(1) Government (Financial) paper on Social Security, 1989, p. 24

(2) In the 1980's, political policy was dominated by economic difficulties. This had a disastrous effet on jobs in the collective sector: there were full-scale cut-backs. Another large wave of cut-backs affected social benefits. The standard of living of people who were dependent on social benefits decreased by 15% over a period of seven years.

(3) The Netherlands has an unemployment percentage of 14%, in other words, approximately 600,000 people, which includes a hard core of 200,000 long-term unemployed. Alongside this, around 800,000 people are unable to work through disability and claim disability benefits.

(4) The rate of unemployment is many times higher among migrant groups than Dutch people. Around 40 - 50 % of the migrant population who are potentially able to work are unemployed. In some groups, this has risen to 70 - 80%.

(5) For the most part, based on and including quotations from: Sociale Vernieuwing, Opdracht en Handreiking, 7 March 1989, Government paper on Social Innovation.

(6) The term sectoral policy means policy measures and funding for a specific purpose (sometimes very specific) which can only be used for that purpose. This is also known as segregation or segregated policy.

For example: certain channels of welfare money may only be used for helping unemployed people. Institutions which receive this money are not, however, allowed in any way to interfere with placing people on the employment market. There is another financial source for this purpose which comes from another Ministry and is available to other organistations.

Breaking down sectoral policy means then, that the financial sources and organisations are linked together, and must cooperate; in other words, they operate as extensions of each other with the aim of helping and supervising unemployed people to gain access to the employment market.

ADULT EDUCATION IN PORTUGAL

A Brief outline of adult education: structures, projects and activities

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ADULT EDUCATION IN PORTUGAL
A Brief outline of adult education: structures, projects and activities

1. THE NATIONAL ADULT LITERACY AND BASIC EDUCATION PLAN (PNAEBA)

The National Adult Literacy and Basic Education Plan (PNAEBA) is part of an educational policy aimed at eliminating illiteracy and developing adult education. The Basic Education Legislation passed in 1986 covers continuing education and extra-scholastic training. Under this legislation:

a) Continuing education is aimed at people who are outside the normal basic and secondary education age ranges (older than 15 and 18 respectively), as well as at people wishing to be included in literacy courses and professional training courses.

Study schedules and methods should be adapted to the different age groups, different life experience and different knowledge levels of those taking part.

b) Extra-scholastic education is seen as part of the permanent educational structure. It is designed as a continuation of and complement to the education programme. Its basic aims are:

- the elimination of literal, regressive and functional illiteracy;
- educational and cultural democratisation, achieving equal opportunity for those who have either not attended the conventional education system or dropped out of it prematurely;
- the development of technological aptitude and technical know-how as preparations for employment;
- backup for cultural activity and creative leisure pursuits among young people and adults alike. The Basic Education Legislation recognises activities developed in this area by society at large, with the rider "that it is up to the State to promote the creation of extra-scholastic activities and support such activities as are proposed by local authorities, cultural and amateur associations and clubs, parent and student associations, youth organisations, local educational associations, trade union organisations and shop-floor committees, lay and denominational organisations, and so on."

2. STRUCTURES

Within the Ministry of Education, it is the task of the Central Board of Further Education and the Regional Education Boards to promote adult education and organise, coordinate and manage fieldwork projects and programmes.

a) It is the task of the Central Board of Further Education (DGEE) to:

- promote and provide an adult education policy within the context of a continuing and extra-scholastic education programme, with the aim of achieving a level of permanent education;

- promote and coordinate non-formal education programmes and vocational training programmes, in conjunction with the relevant departments of the Ministry of Education. The aim here is to optimise resources and encourage greater interaction between scholastic and extra-scholastic education and general and vocational training;

- define curricular and teaching priorities likely to achieve the best results in the adult education sector;

- promote education programmes designed to eliminate functional and regressive illiteracy, and encourage individual and collective growth;

- ensure the inclusion of vocational training courses within extra-scholastic educationalprogrammes for adults with poor school credentials;

- devise teaching aids aimed at the development of continuing and extra-scholastic educational programmes, and support the decentralised planning of these aids, within the framework of a regionalised subsidiary system.

The regional educational structures themselves bear the responsibility for these aims, by their operation and coordination of adult education programmes and activities, as well as by their organisational and management resources.

The organisational structure is the following:

4 Regional Boards:

- Northern Zone (5 areas)
- Central Zone (6 areas)
- Lisbon (4 areas)
- Southern Zone (4 areas).

Each Regional Board is divided into different educational areas.

Further Education activities in these educational areas are in the hands of a so-called "guidance counsellor". He or she in turn coordinates the basic field units, i.e. local municipal authorities (concelhos) and field workers.

3. PROJECTS AND ACTIVITIES

The various activities are aimed at a population aged over 14.

If adult education is to make an effective contribution to the overall socio-economic and cultural development of individuals and communities alike, activities must be based on a variety of strategies and practical models, wherever there are sizeable Incorporated Regional Projects.

Currently there are nine projects set up in the form of a national network which interacts with the equivalent networks of other countries within the framework of the Council of Europe.

These projects have been assisted by their inclusion within the adult education context, in turn within the regional development process. This likewise permits the optimisation of resources and the coordination of the range of efforts within the various organisations actively involved in socio-economic, educational and cultural development.

3.1. Literacy and continuing education

Literacy programmes are being developed, as are 1st and 2nd stage basic education programmes (the 3rd stage and secondary education still come under the DGBS (Central Board of Secondary Education).

In January 1989, 17,152 individuals attended literacy courses and 1st stage programmes, while 13,453 individuals attended 2nd stage programmes.

The programmes, equipment and methodologies fit the particular characteristics of participating adults and their environment. Assessments are made on an ongoing basis and training courses are approved and certified. Much innovative work underpins the literacy and education programmes. The following aspects of developments, both qualitative and quantitive, merit mention:

- the design and testing of new programmes, programme contents and teaching techniques and equipment;
- the publication of legislation aimed at simplifying organisational processes and making improvements in terms of both quality and capacity;
- the development of research and practical projects in the literacy programme. Examples include the "Garganta Project" (Vila Real) which incorporates the "Research-Action Project in the Fight against Illiteracy" of the Commission of the European Communities;
- the Educational Development Programme for Portugal (PRODEP). Within this, the clearly defined aims of the subsidiary "Adult Education" programme are the elimination of illiteracy and the improvement of the educational levels of the adult population.

3.2. Non-formal education

A wide range of activities have sprung up in the area of non-formal education, including the following:

3.2.1. Socio-cultural programming

This includes a very varied range of activities such as discussion-groups, debates, reading programmes, library, museum and cultural centre programmes, shows and exhibitions, study visits etc. The various activities may be aimed at programme participants, at literacy and other programmes, and at communities in general. In the first instance, they are designed as an additional educational or practical device, serving to broaden newly acquired knowledge and skills; in the second, they are intended to energize the social fabric, establish identity, identify and solve known problems, and mobilise people to take part in adult education activities and programmes.

3.2.2. Socio-professional and vocational courses

The socio-professional and professional training carried out within the framework of adult education is of special importance. It meets the needs of groups of people who are not normally included in training schemes organised by authorities handling professional training courses.

The aims of the training include personal development and professional qualification, thus contributing to community growth and helping people to find a better and more active role in life. Courses include a wide variety of training: agriculture, crafts, electricity, household management, data-processing, typing etc. In 1989 the total number of participants in the socio-professional courses reached 9,770, while 10,553 people between the ages of 14 and 25 attended the professional training courses, assisted by the F.S.E.

3.2.3. Books and audio-visual equipment

There are also other programmes in the non-formal education programme, such as:

- the monthly publication of the "Viva Voz" magazine;
- the annual publication of "Almanaque";
- the publication of the review "Forma";
- the weekly production of the Radio Programme "A viver tambem se aprende" aimed at the public at large and used in adult education courses;
- the promotion of local libraries;
- the production and acquisition of audio-visual equipment such as slides, photos etc.

4. FIELD WORKERS

Adult education activities and programmes are organised by independent teachers, or teachers working extra hours, people on grants, instructors and programme organisers, whose task includes spreading awareness of the programmes, acting as mediators and cooperating with different organisations involved in the educational process.

5. BACKUP ACTIVITIES

In addition to the books and audio-visual equipment already mentioned, the Central Board of Education (D.G.E.B.) and the Regional Education Boards (D.R.E.) are running a permanent programme to train instructors, teachers and programme organisers. These Boards are also involved in the production of teaching and additional backup aids, and in the assessment of programmes introduced.

ADULT EDUCATION: NEW REQUIREMENTS

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ADULT EDUCATION: NEW REQUIREMENTS

The development factor is part and parcel of present-day society. It is also a factor that gives definition to these societies, and increasingly so. Every country in the world is involved in the problems of development, in different ways and to different ends. This explains the surge in applied research - theoretical, methodological and practical - currently dedicated to the processes, mechanisms, factors, channels and methods of development. Specialists have drawn up and put forward a variety of scenarios differing in their degree of rigour and feasibility.

Nowadays, a vital emphasis in development research involves the preparation of models and strategies capable of meeting the demands of society and the aspirations of individuals. These models and strategies must also be capable of providing proper educational support for such demands and aspirations.

Education is becoming one of the tools with which societies can stimulate, direct and cope with the processes of development. We can now refer to an educational dimension in development as a result of education's new meanings and functions. Analyses and interpretations of development processes based solely on their economic and technical dimension are now being ousted by a broader, multi-dimensional interpretation. This reversion is due to an over-estimation attaching to "having", at the expense of "being".

Social development still tends to be linked with the quality of human resources, abilities and skills produced by way of education and tuition. The quality of tuition and teaching and the quality of social development are closely interrelated sides of the same coin. Their linkage stems from the fact that a given quality of development in turn gives rise to a higher quality of tuition. The qualitative level of education is, in turn, the main premise underpinning the quality of development.

We are witnessing the emergence of a new concept of social development, one that addresses the need to upgrade educational and cultural resources. Education systems must aim to draw out the human abilities and skills required by the development processes. Social systems must give free rein to the utilisation of these abilities by encouraging a spirit of participation. Adult education is an area of major importance. It is a principal factor in the educational dimension of social development. It addresses social needs and individual needs alike.

Romania is readying itself for major changes. These changes will be political, socio-economic, cultural and educational. They will usher in a new educational model which must be explained in clear terms if there is to be a better grasp of the significance of adult education. The overthrow of the dictatorial regime has brought about the conditions required for establishing a pluralist, multi-party democracy. This will in turn bring about major economic changes. Adult education will undoubtedly feel the effects of this. Its aims, strategies and very nature will have to be redefined. The main tendency emerging at the economic level (which already represents a government option) is the transition from a centralised economy to a market economy (by the gradual privatisation of several branches of the economy). This major change is perceived in differing ways, which give rise to a

variety of attitudes and introduce certain ambiguities in the different social groups. There is, in any event, a psychological dimension which must not be overlooked, and which will probably have to be included as a consideration in adult education.

Below are listed one or two significant reactions and attitudes observed in this initial phase of the changes taking place.

Fear of the unknown is a reality. To some minds it implies risks and disadvantages which unsettle established habits. To others, it appears as a miracle, the only (?) solution capable of saving the Romanian economy. This ambivalence results largely from the fact that people are not familiar with this new reality. In some cases, it is not perceived as a whole (only its negative aspects come to the fore); in others, it is distorted (people quite often think that being unemployed does not mean not having a job but, rather, receiving an unemployment benefit or allowance). As a result, the nature of adult education will have to change in tune with the workings of the market economy, and its advantages and drawbacks, because there will be an emphasis on the economic dimension of adult education.

Fear of unemployment. For most people the market economy means unemployment, and represents the major and permanent source of unemployment. This phenomenon is relatively recent in Romania ('relatively' because it was already there in a disguised form). The prospect of unemployment has stirred up many differentm reaction: fear, oppositionf, cautions acceptancmem, acceptance as way of mopping up the past situation and reviving the economy. Fear and outright stress factor, people feel an ever greater need for professional stability and inner, personal security. This presents a paradoxical situation, with a pressing need for political and social change on the one hand, and, on the other, a need for personal (socio-professional) stability. In this context, what is the possible role of adult education? This raises an issue that requires close analysis.

For a certain period of time this situation will act as a brake on adult education. Many adults see vocational redeployment education programmes as a threat to their personal situation. Psychological defence mechanisms come into play, and radical change is seen as a danger. Whence the tendency to apply the brakes to, and even bar, any changes that might affect personal interests. Adults will thus have to be instructed about change. They will have to be made psychologically aware of rational changes in order to loosen sluggish attitudes.

In this respect, it must be stressed that the social changes under-way must be preceded by changes in people's mentality and attitudes. To date this has not been dealt with satisfactorily.

As far as unemployment is concerned, Romania is in a transitional period. There is a shift from no unemployment to potential unemployment, and then to actual unemployment. Any changes in attitudes, mentality and social behaviour will take place against this backdrop. This new social model will require a re-examination of adult education. Adult education must be adapted to the new circumstances, in terms of both organisation and operation.

The first thing to be done in terms of organisation will be to decentralise the institutional system of adult education. Hitherto, this system has suffered from excessive centralisation, best symbolised by a series of excessively inflexible rules and regulations ill-suited to the needs of the various socio-professional groups:

- obligatory periodical retraining (usually every five years), based on presumed and unrealistic requirements, aimed more at making it possible to advance to a higher salary bracket than at achieving actual professional advancement;

- the over-generalised, uniform and preconceived nature of adult courses, often clashing with local and specific requirements and with the needs of the different socio-professional groups;

- the assessment of results by quasi-scholastic methods, producing among adults reactions of opposition and disinterest, and even fear and stress;

- an inefficient system frequently involving considerable (and often personal) expense with negligible results.

Decentralisation will mean that all the educational programmes will be decided upon in conjunction with the persons concerned. Adult education will accordingly be effectively incorporated within socio-economic development projects. At the same time, it will consistently meet the needs of adults and groups.

Decentralisation nevertheless raises a series of problems, including problems relating to the role of the state and the extent of its intervention in the adult education system, problems to do with forms of cooperation between the state and the business sector, problems to do with the role of the trade unions and vocational associations, etc.. Who will be in a position to coordinate all these factors, and how? The gradual establishment of new structures will call for new definitions about the objectives, nature and methods of adult education. As far as the objectives are concerned, greater importance will have to be attached to:

(i) making people more aware of and open to new realities and change;

(ii) developing learning skills, and the ability to accept and adapt to changes in a critical spirit;

(iii) developing an ability to evaluate changes and create new patterns of behaviour that will be at once personal and original;

(iv) developing motivation and the determination to tackle problems and difficulties, etc..

The existence of these objectives obviously does not exclude other aims directed at other aspects of adult training, based on individual situations. There must be a more precise concept of the future issuing from a clearer definiton of objectives associated with forseeable changes.

Definition of the objectives, nature and methods of adult education must embrace the existence of two development plans:

- a general plan for adults with different training, different socio-professional occupations, different ages and interests, meeting the needs of professional advancement;

- a special plan designed for socio-professional groups facing problems (of potential or actual unemployment).

This type of education is highly structured, and hallmarked by features and factors specific to vocational retraining. It must consequently include activities involving psychological decentration aimed at getting rid of stress, fear and personal insecurity. Adult motivations and attitudes will obviously differ in these two situations.

Another matter raised has to do with the role of adult education in managing, directing and dealing with different social changes affecting different social groups. Education cannot do away with and solve the negative consequences of social change, but it can aim to meet the needs of individuals affected by such changes. Education can help these individuals to face up to tangible situations, acquire the confidence to overcome problems, and seize the chance to explore new possibilities.

These are some of the issues facing Romania in the area of adult education. They are issues which provide a typical synergistic example of social and educational change.

THE REPLAN PROGRAMME

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The REPLAN programme

The REPLAN programme has operated in England and Wales since 1984 with the aim of extending, improving and increasing the educational opportunities available to unemployed adults.

In the six years of its operation, it has:

- had significant success in increasing the numbers of unemployed adults in post-school education;

- changed the ways in which organisations accommodate the individual learning needs and aspirations of unemployed, working class people;

- had an impact on public policy to include the adult unemployed in the planning processes for post-school education (Further Education);

- emphasised the aspirations, usually vocational, which unemployed students bring to education and the need to ensure that there are practical outcomes for the individual student;

- worked to ensure that the changes brought about which improve the position of unemployed people become permanent features of the education system.

Two inter-related aspects of this programme distinguish it from other educational programmes for unemployed people:

1. REPLAN does not provide courses or other educational programmes and does not advocate separate projects for unemployed people. It works to ensure that public, voluntary and private providers of education and training include the unemployed in their plans and adapt their ways of working to accommodate their needs and aspirations.

2. The changes which it has brought about are now acknlowledged to be of benefit to a wider body of adults than the unemployed themselves. A large proportion of people leave school without qualifications, never participate subsequently in organised learning activities and fail to achieve the maximum of their potential to their personal detriment and to that of an economy increasingly short of skilled labour.

The REPLAN Committee of the National Institute of Adult Continuing Education (England and Wales) has begun to turn its attention to this wider task of bringing into education and training those, in and out of employment, with the lowest levels of education and qualifications. In February 1990, it issued the attached statement "People, Learning and Jobs" which it is hoped will form the basis for a new programme which uses the methods and lessons of REPLAN to achieve this wider task.

This paper sets out a context and programme for the education and training of adults in the 1990s building on the success and experience of the Department of Education and Science's REPLAN programme. It briefly considers the economic, demographic and structural changes which have shaped the progress and development of the REPLAN programme and how that programme can be transformed to help more and more individuals use education and training to realise their own potential in the labour market and in the community.

Context

Between 1988 and 1994, the number of 16-19 year-olds will fall by almost a quarter from 3.35 million to 2.57 million. From 1994, it will rise slowly but will only have reached 2.78 million by the end of the century. However, employment overall is increasing. The workforce will continue to grow by 100.000 a year, with 90% of that expansion being women ... There will be further increases in the number of part-time and temporary jobs, a continuing shift from manufacturing to services and a decline in manual work. (1)

Most of those who will be employed in the year 2000 are already in employment now. The relative stability of the labour force emphasises the need for greater flexibility among those already in employment. (2) There is a growing divergence between the skills required by new jobs and the skills available in the pool of unemployed workers. This implies the need for a coordinated programme to improve the skills of those in employment and the basic skills of the unemployed thus providing opportunities for the least skilled to gain a foothold in employment: "Employers ... will have to tap new sources for their recruits: (3) women and older workers, for example, may represent a wasted resource matching in scale that of the unemployed.

Nearly half the employed people in Britain have no qualification of the old O-level standard and unemployed people are likely to be even less well qualified. The impact of reforms in vocational qualifications will be felt first among those completing initial courses of vocational education and training. It will be felt last by those out of work and those in unskilled or marginal employment who are seldom seen as a training priority. The poor United Kingdom record of investment in education and training compared to our European partners is well known and there is widespread agreement that this problem must be addressed if our national competitiveness is not to be diminished in the years after 1992.

The general educational level of individuals, their attitudes towards learning, their motivation to learn are key factors in the success of training initiatives. "The education and training which employees (and those seeking employment) will require will need to be broadly based, promoting not just a narrow technical understanding of the job but a competence in the broader work context. This broader occupational competence is concerned with adaptability, management of roles, responsibility for standards, creativity and flexibility to changing demand." (4)

Further education

Varying forecasts are given of the impact on further education of the declining numbers of young people but all agree that the numbers in colleges are set to fall dramatically during the 1990 and to recover towards the end of the century. One source estimates that 1 million full and part-time adult students could benefit from education and training by filling that gap (5).

The proportion of further education students who are adults is over 50% and growing. It includes increasing numbers of women and members of ethnic and linguistic minority groups. This will add to the pressures stemming from the Education Reform Act and the establishment of Training and Enterprise Councils to make colleges more responsibe to the needs of their clients - individual adult students and employers. Much of further education in Britain remains organised to provide continued initial education which leads to stable known employment outcomes. Great changes are taking place, often encouraged by REPLAN, but major structural shifts still need to occur if further education is to be geared to a majority adult student population. There are continuing implications for organisation, marketing and delivery.

The education and training needs of individuals are often highlighted by unemployment but are not created by it and.do not cease on recruitment to employment. Education is an investment in people's potential. Employers need encouragement to invest in their staff (and the Department of Education and Science PICKUP programme goes some way towards this) but cannot be expected to meet the accumulated education and training deficit alone: nor are they always best placed to understand and bring about all the changes needed in the education system if it is successfully to attract, retain and benefit a new adult clientele. There is a need to complement a strategy centred on training to meet the existing needs of an enterprise with one centred on motivating and skilling individuals.

Training for jobs and education for training

The needs of employers in the 1990s are for a trained and flexible workforce and this has to be matched by the aspirations of individuals for self-fulfilment and achievement. The best training programme will not succeed unless potential workers are in a state of readiness to undertake it. They must be motivated towards the prospect of a different or better life. This has been a central function of REPLAN and employers' needs and individual aspirations will need to coincide if training for jobs is to be cost-effective.

REPLAN

The REPLAN programme has operated in England and Wales since 1984, building on its remit to improve and extend the educational opportunities available to unemployed people, as an agent of change in the post-school education system. Deploying modest resources, the programme, which has operated through the National Institute of Adult Continuing Education, the Further Education Unit and Education Support Grants, has sought to work with all providers to achieve its objectives. Partnership between this Government-sponsored programme and all the parts of an increasingly devolved system has been a key to its success. It is learner-centred and not committed to any one form of provision or institution.

REPLAN has operated through a network of regional teams managed by NIACE which promote and support activities which extend or improve the accessibility, range and suitability of the education and training opportunities available to unemployed people. These teams offer independent consultancy and advice to local authorities, colleges and other providers and a DES-commissioned evaluation study asserts that: "the regional approach has been pivotal to the success of REPLAN". REPLAN has, through local and national projects programmes, had an orientation to practical problem solving and through conferences, publication and programmes of staff development, made available the lessons and expertise gained from its local and regional activity.

The national focusing of REPLAN work delivered by NIACE (6) is developed through a strategy formulated by its management committee and overseen by a cenral policy unit. The programme is able to develop various specialist themes on a national basis and to respond in a coordinated manner to changes in the national scene, as its work on the FE response to Employment Training and the Local Authorities' role in the era of Training and Enterprise Councils (TECs) testifies. The evaluation study refers to its officers becoming "recognised individually as key sources of expertise in British adult education" (7).

A new schedule

High levels of unemployment remain throughout much of England and Wales with concentrated pockets of disadvantage in some areas and a continuing concentration among certain groups including black and ethnic minority communities. In addition, REPLAN has already begun to address the education and training issues raised by the growing numbers of the underemployed in part-time and temporary work. The skills mismatch between the requirements of new jobs and the competences of the unwaged naturally directs REPLAN's attention towards the task of improving the skill levels of those in employment and to a closer relationship with employers.

REPLAN's work has revealed that massive education and training needs remain in the workforce, employed and unemployed, and that the issues of access and of organisational and curriculum change raised by changing demography, employment patterns, and community developments are only now beginning to be tackled on a large scale. Its work in bringing together the knowledge and skills of further education with the programmes of the Training Agency and the work of the emergent TECs needs considerable further development.

By acknowledging the economy's requirements and the vocational intentions of many adult students, REPLAN has the potential to be a continuing force in effecting change in the system while remaining learner-centred in its approach and emphasising the individual's and community's need for a higher level of general education. The higher levels of skills universally acknowledged to be necessary can only be built on the basis of a higher level of general education within the potential and existing workforce. Without that base and the confidence in learning that it gives, higher skills training alone will be of limited effectiveness.

REPLAN's informal, interactive approaches, with a strong emphasis on student support are well suited to those working with adults in low-skilled jobs, temporary or part-time employment. The networks of adult unemployed providers, the new and enhanced outreach, guidance measures and changes made to colleges in order to make them more appealing and more accessible to unemployed students which have been initiated under the REPLAN aegis are now being utilised by Local Education Authorities (LEAs) to develop their adult provision

especially in view of colleges' increased desire to tap into the adult market more effectively (8).

A new remit for REPLAN would acknowledge a wider clientele than the unemployed narrowly conceived would include resources to promote education and training as an attractive investment of time and resources for the individual; and would explicitly require interaction with new education and training initiatives to secure the place of the adult, non-traditional student.

Such a programme would extend the consultancy, staff development and promotional roles of REPLAN on a systematic basis. It would offer information, advice and practical help to the post-school sector in adapting the new student populations, new economic challenges, new and increased consumer expectations. It would identify, promote and celebrate good practice in the fields of access and progression. It would raise the individual's expectations of what can be achieved through learning.

The most efficient and cost-effective means of realising these aims will be to seek to build on the experience of REPLAN, on its local, regional and national structures, on its experience of strategic intervention in the existing range of providers of learning opportunities. It is obvious that care will need to be taken to ensure that any future programme ... builds upon REPLAN's experiences, processes and networks to date, rather than enter a lengthy new launch phase. (9)

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ADULT EDUCATION AND SOCIAL CHANGE WITH SPECIAL REFERENCE TO THE ROLE OF ADULT EDUCATION IN REDUCING UNEMPLOYMENT

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Adult education and social change with special reference to the role of adult education in reducing unemployment

The question that is the subject of this paper is a broad one, and therefore some of the problems involved will only be hinted at here. The main problem is how to make adult education keep step with social change and become one of its fostering factors. Related to this is the role of adult education in reducing unemployment in a community. It is vital to define the role of adult education in new social conditions. These conditions are changing so fast that education cannot keep pace with them. This can be a barrier in the democratisation of social relations. That is why defining ways of future development of the education system, and adult education in particular, is both a professional and a moral obligation of those engaged in this field. We are witnessing numerous social, economic and cultural changes: the democratisation of society, accelerated development of science and technology, growth of entrepreneurship, emancipation of individuals and social groups, etc. For this reason, adult education should be viewed from the perspective of the future, whose foundations we are laying today. Trying better to understand the interdependence between adult education and social change, we are encountering traditional views and beliefs, such as the belief that adult education has to do with backwardness, with too much emphasis being put on its remedial function and with an assumption that when this backwardness is eliminated there will no longer be any need for adult education. Another traditional view is reflected in the fact that adult education is placed in the context of ideological work, which obviates the need for its critical re-examination, as the goals are set in advance either by the party or by the state. Such a philosophy of education, as history shows, has not produced positive results.

In the late 1950s and early 1960s, most European countries, including Yugoslavia, adopted the philosophy of lifelong education, and, on this conceptual basis, many countries carried out reforms of their education systems, proclaiming their unity. In practice, however, this unity has never been achieved. I do not know of any European country that has achieved this unity in a satisfactory way. The hardest hit by the social and economic crises of the early 1970s was, most of all, education, and especially adult education. Notwithstanding all the proclamations, resolutions and lip service paid to it, education policy was more and more marginalised from the financial, manpower and research aspects. Attention was mainly paid to schools and universities. Efforts to integrate adult education into a unified system of education has not yielded positive results in Yugoslavia. The hope we have entertained since the 1960s, that the school will create and fulfil new educational needs for all age categories, has not been realised. Yugoslav experience shows - and other European countries have also had similar experiences - that adult education cannot be successfully integrated into a unified education system without damage to its quantitative and qualitative development. Experience, which can be a subject of further re-examination and critical observation, shows that it is much wiser to develop an education system "on two tracks", ie as both a system of education of the young and a system of adult education in their formal and informal versions. The implementation of a prudent education policy can only be achieved through their co-ordination at the social-community level. What is disturbing is the fact that, in Yugoslavia's experience, official (state) education policy feels no responsibility for adult education but transfers this responsibility to social organisations (especially labour unions), firms or simply lets individuals worry about it. This does not help adult education reach a status equal to that of schools and universities in the unified education system of a country. This situation makes it difficult for an adult to enjoy the right to education and learning, the exercise of this right

is an essential precondition of exercising other rights, such as the right to work, the right to participate in social affairs and the right to self-realisation.

Social deformations, particularly the bureaucratisation of society, lead also to deformations in adult education. There is a tendency to "scholarise" adult education by insisting on traditional educational forms in education policy, because only these forms stand the chance of being financed by state-controlled funds. Alternative forms and innovative approaches to adult education do not meet with universal acceptance or gain much support. It is important to "descholarise" not only the system of adult education but education policy altogether. Only if the systematic, organisational, manpower and financial dimensions of adult education are understood as inseparable parts of a holistically pursued education policy, will the equal social and geographical conditions of approaching education as a universal human value be created. Only in this way will this value become functional in achieving social, economic and cultural goals. There is reason for optimism, that social and economic changes call for an intensification of adult education, which means that the time of adult education is at hand. However, it should not be forgotten that the new concepts will be opposed by advocates of traditional education policy, which will only help to emphasise the need to clear the path towards these new concepts.

In societies, whose economies are based on knowledge, education and learning, the corner-stones of progress and of the improvement in the quality of life can be found. There are consequently many countries seeking new ways of integrating adult education into their economic and social trends. In countries with static economies, the climate for adult education is not favourable, and knowledge is underestimated in comparison with other values. The history of social crises and economic recessions shows that knowledge has been an important factor in overcoming them. The major question is: can education and culture help people attain personal happiness and avoid the traps set by the complex system of social relations and the bureaucratic method perpetuating such relations? People's participation in social and cultural life will increasingly become one of the main challenges as we approach the 21st century. It is important to determine to what degree education and learning can help people to participate in social affairs more meaningfully and to map out individual and social development. Education should help everyone understand and accept a vision of development in order to be active participants in this development - not only to accept changes but also to provoke them.

All this indicates that the adult education system - and even the education system as a whole - is not shaped only by its internal forces but also by external circumstances and pressures which we have neither studied nor understood sufficiently. Of the external factors important for shaping and undertstanding the system and process of adult education, we will mention only a few, focusing on how they operate on Yugoslav soil: demographic changes, the restructuring of the economy, changing work organisation and increasing free time.

Demographers predict that, in the more developed parts of Yugoslavia, the birth rate will drop (which is evident even now) and that the proportion of adults in the total population will increase. The percentage of old people will also increase, and that of economically active young people will decrease. This will carry important economic, social and educational implications. On the other hand, in the less developed parts of Yugoslavia, the proportion of the youngest age group will increase, which will entail new educational requirements: covering the whole population of the young with elementary and secondary education and increasing teaching space and teaching staff. The adult education institutions will have to

intensify their programmes for young adults, programmes that will lead to qualifications and new qualifications facilitating their employment.

By the end of the 20th century, migrations of the population to the more developed parts of Yugoslavia will have become evident. This will directly affect the organisation and programmatic orientation of adult education. It means that, even in the more developed regions, adult education will retain its remedial function. Population migration and the need for bilingualism are creating new tasks for adult education, which through its programmes, appears as a factor contributing to the mobility of nations. These integrative processes, which are especially evident in Europe, are also of consequence for Yugoslavia as a federative community. Education is a precondition for achieving other types of unity: political, economic, cultural, etc. Adult education, with its curricula and syllabi, can make for a better understanding of other nations and their cultures and for getting closer without being assimilated or losing identity, but with a new form of integration in conditions of versatility. Knowledge of languages is today central to normal communication and to a dynamic mobility of the population. We can see that Western Europe is encouraging such processes in large measure. As we approach the 21st century, adult education has to cope with more and more tasks in this area.

The second external factor that has a bearing on the adult education system is the restructuring of the economy brought about by the development of science and technology. The economic and social development, whose main vehicles are adults, is based on knowledge. That is why every country, including Yugoslavia, must take into account the complex interlinking between education and technological development. New methods of production and social change call not only for higher levels of education but also for a different kind of thinking, emphasising the importance of independence and creativity. An important question is whether the adult education system is ready to keep step with the rapid changes taking place in the economy and whether the adult education institutions have the information on the potentials of their environments, on technological breakthroughs, on the level of occupational mobility, on employment perspectives, etc.

The third external factor that deserves mention and which has and will have a bearing on adult education is work organisation. We are heading towards a flexible work organisation that will largely be responsible for a flexible education organisation. This will be manifested in part-time employment and self-employment. There will be a dispersion of a certain type of employment; more work will be done at home; and work and education will combine, or rather, alternate. The question is: how is the education system to react to these changes? It certainly cannot keep step with them, with the old organisation of the education system.

The fourth external factor which will influence adult education is free time. Its lengthening will continue to exert pressure on the adult education system. Free time appears as a framework within which numerous educational needs are to be satisfied.

The external influences outlined above also call for a change in the adult education system and its organisation and for training people so that they will be able to meet the new social and economic requirements by satisfying adequately defined educational needs. It is also necessary that the system's internal forces change and that its constituent parts become interrelated more meaningfully.

Observed from a broader viewpoint, adult education has three basic objectives: improving the ability to live and work; aiding self-realisation; and encouraging healthy social relations and stimulating social action. Only a holistic education policy on the local, regional and national levels can provide the conditions necessary to achieving these goals. Every education policy must define priorities, both in terms of the relation between young people's education and adult education and in terms of the relations between various aspects of adult education. Priority must be given to those programmes which in the short or long term contribute to the achievement of social, economic and cultural goals, as do programmes for elementary education, vocational training and advanced training and parents' education as a means of increasing their children's chances of being educated. Another approach is possible, which means giving priority to people frustrated as regards their education. This frustration can be economic, social or geographic, and it comprises the following groups: unemployed young people, including those who have left school prematurely; the rural population; the urban poor; unskilled workers with a low educational level; women, especially non-working housewives; the old; the handicapped; etc. This approach would bring the problem of education and that of unemployment as close together as possible.

Interdependence between education and employment

The development of a country is based, among other things, on two important elements: education and employment. These are two aspects of the same process. Scientists differ in their views on the importance and value of these two factors. Sources dealing with these problems show that several schools of thought exist.

1. The first theory is that of "human capital", whose basic tenet is the idea that investing in education results in the development of people's productive abilities.

2. The second theory goes even further by postulating that education not only provides the knowledge and skills needed for performing work functions but also makes for the enrichment of social values and provides social mobility, acting as a filtering factor and selecting the most creative and capable for particular jobs.

3. The third view makes the assumption that education is not a determinant of productivity, although people are selected for particular jobs on the basis of criteria that can be related to education. According to this view, education is a characteristic of jobs, not people.

4. The fourth view is closely associated with the third, and its main point is that the correspondence between education and employment is an illusion. It is, say the adherents to this school of thought, imposed on others by those with university degrees, who seek special privileges for themselves on the labour market (B.B. Sanyal, Higher Education and Employment in Europe: some selected issues, Higher Education in Europe, Vol. XIII, Nos. 1-2, 1988).

According to many indicators, economic and social tendencies today favour the first two views, although even these are encountering many obstacles in their implementation. Of these obstacles, we shall mention only the unchecked and unplanned expansion of education, especially on the university level. This expansion is caused by numerous factors. Economists seem to have been too optimistic in their prediction that investment in education would soon pay back. Such expectations have not been fulfilled, particularly not in those countries where the economy has neither experienced changes nor been capable of absorbing a large number of university graduates. The expansion of education on different levels was initially boosted by the belief that education is a fundamental human right. Those who had attained a certain level of education were asking for more, so that whole generations moved from secondary schools to universities, and numerous mistakes were made in the process. These mistakes had to do with the choice of occupation and with the lack of information about the pace of technological changes, about the needs for particular professions, about occupational mobility potentials and employment prospects, etc.

Many communities saw the expansion of education, and university education, in particular, as boosting their national or regional prestige. Economic criteria were not taken into account; nobody bothered about how all these young graduates would find employment. This led to an increase in the number of unemployed with university degrees. The labour market was not able to absorb all the university graduates. There was much disappointment among the young as their hopes for getting a job were not coming true. This gave rise to the "escape" of young professionals to communities with healthy economies. The universities did not base their programmes on the studied educational needs and capacity of the economy and society as a whole. This led to a disharmony between the development of education and the prospects for employment. In the countries with low levels of economic development, in the countries with static economies, this disharmony was even more pronounced. In the countries with central planning, the unemployment problem was, at least apparently, not acute. Other problems appeared there, such as under-utilisation of people's qualifications and expertise and "wrong" employment of individuals. Many people with university degrees had to be retrained in a "coming-down-in-the-world" fashion, accepting jobs below their educational levels or jobs they had not been educated for, which brought about new difficulties, especially of a psychological nature. The expansion of education, resulting from an attempt to attain broader socio-political goals, was not employment-oriented, which, of course, made it difficult for young graduates to find jobs.

All these processes and tendencies have manifested themselves in Yugoslavia as well. The expansion of education in Yugoslavia started in the 1980s, when the generation born after World War II entered into secondary and university education. Some authors give the following reasons for this:

1. economic development was relatively fast in the postwar period;

2. education has been a medium of social promotion; and

3. the education system, especially after the 1970s, has been a shelter for the young generation because of the slow-down and increasing difficulties in finding employment (S. Bolcic, The Development and Crisis of Yugoslav Society from a Sociological Perspective, SEC, Belgrade, 1985).

Although the education system is not to blame for all the difficulties in employment because the problems involved are much more complex, the education system can still contribute to the bridging of the gap between education and employment. Economic development calls for the creation of a flexible education system that will be capable of keeping step with the rapid changes taking place in the economy and in society. The diversification of the education system is one of the requirements of economic development today. It presupposes a wide-ranging system of informal education, a flexible organisation of instruction and learning, specific programming according to the needs of social groups and individuals, moving education from traditional institutions into industry, etc.

By and large, the unemployment problem is much more complex than it may seem at first sight. Not even developed societies will be able to eliminate unemployment in the foreseeable future. Taking into consideration the fact that unemployment is a drastic form of discrimination and social injustice, much time and much effort and commitment on the part of various social factors will be needed to alleviate the problem.

Starting from the assumption that there is more than one type of unemployment, such as "voluntary", frictional, depressive, open, invisible, etc., we should stress that unemployment in Yugoslavia has its peculiarities, which deserve to become the subject of in-depth research. The most significant of these are: the slackening of economic development; the limiting of investments; the recognition of "internal" qualifications; employees having wrong qualifications for their jobs; the stifling of competition involving knowledge and abilities; creative potentials and professionalism not being the criteria for determining a person's social status; the employed population's monopoly to work and its specific egoism; an inadequate education system and its extensive development (which we have already mentioned), etc.

There is no doubt that unemployment is restraining great human potentials, making impossible their further development and improvement. Joblessness has adverse effects on human abilities; here we primarily have in mind the obsolesence of knolwedge, the non-use of human abilities, the drop in educational motivation, etc. We are convinced that, in solving the unemployment problem, each community has to bring changes into the labour structure and introduce new technologies and a flexible organisation of industrial and other activities so that there is more room for employment. Educational institutions cannot be excluded from this process. It is their obligation not only to "listen for" labour demands but also to study labour, the nature of occupations and qualifications in a systematic way in order to reach more complete harmony between the programmes they offer, the graduate school leavers and the prospects of employment. These are tasks about which the traditionally organised educational institutions knew nothing.

The restructuring of the economy inevitably gives rise to a surplus of unemployed and the need for their retraining. This is a well-known method of reducing unemployment. Retraining, however, is a sensitive economic, social and human issue. To what degree are people willing to be retrained, especially those with university qualifications? Each country, including Yugoslavia, attempts to reduce unemployment through vocational re-education and retraining. Those engaged in vocational retraining in Yugoslavia are the employment agencies and adult education, and formal education institutions, as well as firms and their associations. Participation of the adult education institutions in these activities is symbolic because they are prevented by the law, and in some cases they are not even allowed to take part in such activities. Bureaucracy has a logic of its own, which it is difficult to fight.

How adult education can contribute to the reduction of unemployment

The question that European and other countries are faced with is how adult education can help individuals, groups and communities to cope more successfully with inevitable changes. It is clear that adult education alone cannot eliminate unemployment. It is only one of the elements which can help the labour force to be more mobile and better prepared for ongoing and future changes. Unemployment (temporary and long-term) calls for the fast training or retraining of job-seekers. The adult education institutions, with their programmes, organisation and infrastructure can contribute considerably to the reduction of unemployment. However, this cannot be achieved with the traditional method of work and traditional concept of adult education. Carrying out these tasks entails systematic study and careful planning, and up to now - except in the fields of teachers' activity and instruction - those have not been strong points in adult education. Diverse approaches to planning are needed in the form of projects, development planning, participatory planning, etc. For adult education to fulfil those tasks, it is necessary for its institutions to show flexibility in organisation and programme orientation because that is the precondition of the interaction between the know-how market and the labour market. In order for adult education to contribute to the alleviation of the unemployment problem, it is necessary to define priorities in education, putting special emphasis on adult vocational training. This by no means implies that general education and cultural work should be neglected, as these can also contribute to economic development and the democratisation of various spheres of life. Priorities must be defined in each particular region, paying special attention to these regions with the highest concentrations of unemployed. Care must also be taken of those branches of the economy and those firms which have no future, so that the employees can prepare for other jobs that will occur with the restructuring of the economy. It is well known that when the economy stagnates or when economic activity slackens, the demand for education on the labour market increases, with a view to overcoming stagnation through new expertise. The educational institutions preparing young people for the world of work do not have enough experience for educational work with special groups of adults. They are simply not andragogically trained. What is needed is a totally different approach to the concept of learning, flexible forms of learning and education and an environment for learning in which individuals will be able to assist each other. It is a fact confirmed by other countries' experience that the unemployed are a relatively new group in adult education and that, from an andragogical standpoint, they are to be approached in a special way. In this process, care must be taken of the following:

1. Flexible learning environments must be created so that the educational needs of the unemployed may be more easily satisfied.

2. Flexible, broadly-oriented programmes should be drawn up on the basis of studied educational needs and potentials.

3. Individuals should be given "a second chance" to gain knowledge, skills and attitudes, while trying at the same time to replace the negative experience the unemployed had in their earlier education by a more positive experience.

4. The adult education institutions must cooperate with more than one real or potential partner in industry, trade, agriculture, the health service and professional associations so that human and material resources needed for carrying out tasks successfully can be mobilised.

5. The success of the adult education institutions is to be expected with a developed andragogical consulting service, which will conduct research and assist in the choice of the sphere of training and retraining. Special attention is to be paid to the andragogical function of vocational orientation. The experience to date shows that assistance in choosing one's occupation has not been adequate; no data on occupations or on vacancies according to occupations and qualifications are available.

6. If the adult education institutions are established as andragogical centres, they will be capable of meeting the increasing needs related to solving the unemployment problem. When we refer to the adult education institutions as andragogical centres, we think primarily that they should become places where communication and transfer of knowledge and skills should be made possible for adults, where the preparation and realisation of the process of education and its careful evaluation should be professionally based and where cooperation with the educational potentials of the community (cultural institutions, libraries, data banks with data on available jobs and prospective occupations, mass media, etc) should be established. The andragogical centres may promote new ideas, programmes, methods and forms of work and new methods of learning, or they may simply influence other institutions and firms in the community and their performance of educational functions. All this indicates that in today's conditions of work, the activity of the andragogical institutions should be professionally based. There is no reason whatever for gaining knowledge on a trial-and-error basis.

7. The andragogical centres, in the sense of the above description, are not possible without trained andragogical staff also working on the problem of the education, training and retraining of the unemployed. The current situation in this respect is far from satisfactory. This field of activity is an example of how people do jobs for which they are not trained.

8. The number of tasks that adult education is faced with calls for an intensification of research into the unemployment phenomenon. Only through research can arbitrariness in this field of social and educational activity be reduced.

The modern world is characterised by a high degree of interdependence between the economy, technology, education and culture. Therefore, co-operation and learning from others and with others are becoming the imperatives of the times in which we live. It can be said that this is one of the conditions of survival. Creating a network of projects initiated by the Council of Europe as part of the project "Adult Education and Social Change" can be an efficient way of learning from others and with others. Although each country is responsible for the state of its education, including adult education, the implementation of these tasks will be facilitated by an exchange of experience, contacts and cooperation with other countries. Today, in Europe, there is a favourable climate for such cooperation. We hope that the countries of Europe will earmark more funds for human development, for solving unemployment for education, which also has cultural dimensions and helps to create more meaningful connections between culture, creativity and economic development. We agree that adult education is a key to development and at the same time instrumental in that development.

It is obvious that the importance and complexity of the subject call for putting additional emphasis on some of the questions, which deserve to be discussed more thoroughly. Let us list these questions:

1. How can adult education be made to keep step with social change?

2. To what degree can adult education be integrated into a unified education system of a country?

3. How can the tendency of excessive "scholarisation" of adult education be eliminated?

4. How can an end be put to the prevailing practice of underestimating knowledge in comparison with other values?

5. To what degree can adult education help people to participate in social affairs more meaningfully?

6. Is the system of adult education capable of keeping step with the rapid changes taking place in the economy and in society, and if so, to what degree?

7. What changes should take place within the system of adult education in order for it to function efficiently?

8. What criteria should be applied in determining priorities in adult education?

9. How can the gap be bridged between the development of education and the employment potentials?

10. How should the surplus of unemployed, created by the restructuring of the economy, be redirected?

11. Can there be any interaction between the know-how market and the labour market?

12. How can an efficient combination of all the factors which have a bearing on the education-employment problem with a view to utilising human and material measures be fully achieved?

13. What are the ways of training andragogical staff so that the adult education institutions become andragogical centres with an innovatory orientation?

ADULT EDUCATION AND LONG-TERM UNEMPLOYMENT IN YUGOSLAVIA

A case study

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Adult education and long-term unemployment in Yugoslavia

A case study

Unemployment is not a new social phenomenon. History provides indisputable evidence that it has existed in all societies and at all stages of their development, only changing in volume and gravity. There have always been jobless people, and it is almost certain that there will be in the future. The early, and in today's terms modest, amount of unemployment, whose most extreme manifestations were leaving for the "new world" or taking to vagrancy, begging, robbery and smuggling, used to reduce society's reactions to unemployment ot a system of charity dispensed by the state, the church and various professional and philanthropic organisations and communities. Today, however, unemployment - viewed in both absolute and relative terms - has assumed such proportions everywhere that it has to be regarded as a major social and even civilisational problem that cannot be solved or even relieved by charity. It calls for a complex and coherent system of social security and economic resources, which must be carefully incorporated into society's strategy of development. It is a hallmark of our times that social development is increasingly based on labour and that, at the same time, the labour shortage is on the increase. This results in full employment being regarded as one of the most important and lasting social goals. The reasons for this are more than obvious. Observed on the individual level, employment is the source not only of material goods but also of almost all social rights and privileges, whereas unemployment is synonymous with poverty, deviant behaviour, social marginality and disturbed mental health. Observed on the social level, full employment is a sign and instrument of economic and cultural prosperity and socio-political stability.

Unemployment, manifesting itself with such intensity in the world today, has not spared Yugoslavia. On the contrary, year after year, it has been assuming disturbing proportions in this country. There are several reasons for this.

Firstly, for long time in Yugoslavia's post-war development a naive belief prevailed that the problem of unemployment would be solved by itself. This belief stemmed from Marx's view that the abolishment of private property would automatically put an end to wage-labour relations and unmistakably result in democratic control of employment policy. For this reason, as late as the 1970s, employment was not regarded as an important and autonomous goal of social development in Yugoslavia.

Secondly, efforts to solve the problem of unemployment originating in the ideologico-political sphere were largely confined to the level of programmatic reaction and were based on the strategy of benevolence. However, as unemployment in Yugoslavia is assuming the proportions of a large-scale and lasting social phenomenon, the ideologico-political factors are at a point where they have to admit to lack of wisdom and will to regulate a just and efficient distribution of labour in society. These factors, to be fair, cannot be charged with not knowing what they want, but their unforgivable sin - since it is committed by those directing and controlling social development - is not to know or not to be willing to say resolutely how they want to attain it, not to be able to translate will into action.

Finally, unemployment in Yugoslavia today is regarded mostly as an economic problem - economic, in a narrow sense of the word. The dominant view is that unemployment is a phenomenon exclusively of an economic nature and origin, which, true, has many diverse consequences cultural, social, political, demographic ethical, military and psychological. It is not realised and appreciated, a fact which has an adverse effect in practical dealing with unemployment that there we have a phenomenon showing in its complexity and multidimensional facets a spiralling regularity and turning most of its consequences into causes in their own right, thus giving its initial inertia undreamed-of proportions and intensity. For this reason, Yugoslav efforts to reduce unemployment are still largely of a Keynesian nature. To the classic Keynesian formula of monetary-credit and fiscal policies, an income policy and a pricing policy have been added with the aim of creating a favourable climate for intensifying investment, which should result in an expansion of the economy and consequently in an increase in employment. But this kind of thinking and this way of solving the problem of unemployment are in deep trouble because they can be directly verified. Yugoslavia's economic experience and Yugoslav authors' research show that employment encounters numerous limiting factors, even when the conditions related to the necessary volume and degree of investment are met, and that an increasing volume of investment notwithstanding, a slow-down in employment is likely to take place.

In Yugoslavia, unemployment has been a persistent and grossly neglected problem. As such, it cannot be solved only by applying an economic model of thought and by carrying out economic policy. The complexity of the issue entails the operation of factors other than economic, of which education, and adult education in particular, ranks among the most important. The purpose of this paper is to point out, by taking Yugoslavia as an example, the interdependence between adult education and employment and to determine the potentials of adult education for finding ways to solve the unemployment problem. The first step toward this goal is gaining deeper insight into the dynamics and structure of unemployment in Yugoslavia.

DYNAMICS AND STRUCTURE OF UNEMPLOYMENT IN YUGOSLAVIA

After World War II, Yugoslavia's social, economic and cultural development took a much more dynamic turn. From an extremely under-developed and predominantly agrarian country, it soon turned into a moderately developed one. Naturally, in its development, it could not escape problems and internal contradictions restraining its potentials and ambitions. If we observe the basic parameters of development, we can see that Yugoslavia is a country of under-used resources. The under-utilisation of human resources in particular, which is becoming more and more widespread, is the most tragic, and it is a feature by which Yugoslavia is readily recognised throughout the world.

Table 1 : Unemployment labour demand in Yugoslavia in the 1970 - 1980 period

	Persons seeking employment	Persons seeking employment for the first time	Labour demand
1970	319 586	158 434	555 518
1971	291 301	151 312	541 115
1972	315 304	168 783	544 894
1973	381 586	210 722	636 104
1974	448 644	259 716	700 170
1975	540 135	322 654	707 686
1976	635 265	379 726	641 950
1977	700 431	433 553	757 499
1978	734 860	472 863	867 365
1979	762 003	512 556	964 064
1980	785 499	536 886	934 788
1981	808 623	553 052	918 764
1982	862 477	593 052	918 764
1983	910 334	627 657	878 295
1984	974 787	684 555	913 419
1985	1 039 633	737 840	1 003 568
1986	1 086 716	774 810	1 061 166
1987	1 080 587	774 561	1 004 359
1988	1 131 764	790 108	819 698

Most of the data used in this paper have been taken from appropriate publications by the Federal Bureau for Employment Matters and the Federal Bureau of Statistics. The publications are listed at the end of the paper. Data taken from other sources are marked in the text itself.

The above data indicate that the number of unemployed in Yugoslavia has been growing rapidly for years. The unemployment rate in 1988 was 17%. If we also take into account the Yugoslav citizens temporarily employed abroad and the so-called "invisible" unemployment, which according to some experts' estimates is rather high in Yugoslavia, the actual unemployment rate turns out to be considerably higher than the one provided by official statistics. Also the share of persons seeking employment for the first time in the total number of unemployed is extremely large, in some years reaching as much a 70%. It is interesting to note that, until 1992, the number of available jobs had been greater than that of employment-seeking persons. However, from this year, the situation started to change, so that the unemployed gradually outnumbered the jobs available. In the last two years, the total number of jobs showed a disconcerting tendency to decrease.

It goes without saying that the relation between the total job supply and the number of unemployed gives only an approximate picture of the unemployment problem. A deeper insight into the supply-and-demand structure of the labour market is provided by the following table, which contains the category of qualification.

Table 2: Job supply and job demand in terms of qualification

	1	2	3	4	5	6
1985:						
Supply	265 740	219 226	258 019	135 361	35 076	90 196
Demand	358 780	95 246	200 970	327 384	25 195	31 453
1986:						
Supply	273 604	240 222	269 114	142 323	38 144	97 454
Demand	375 320	97 426	212 911	341 772	26 854	32 353
1987:						
Supply	264 781	220 140	248 388	134 857	37 464	98 729
Demand	367 887	95 537	216 630	338 820	28 276	33 437
1988:						
Supply	219 339	167 146	195 051	113 873	33 282	91 007
Demand	372 359	102 029	237 341	351 388	31 222	37 405

Key:

1 - unskilled workers
2 - semi-skilled workers and workers with a low educational background
3 - skilled and highly skilled workers
4 - workers with secondary education
5 - two-year college graduates
6 - university graduates

Although the difference between the total job supply and the job demand is not radical, differences in some of the qualification groups are more than disturbing. On the Yugoslav labour market - if such a thing exist at all - there is a constant and marked shortage of semi-skilled workers, workers with a low educational background and university graduates. Even if we assume that the pool of unemployed people with university degrees completely corresponds to the economy's needs in terms of jobs in demand - which is, of course, far from the truth - Yugoslavia would in 1988 still have lacked upwards of 53,000 university-educated people. At the same time, there was a marked surplus of unskilled and secondary-education workers, which is indicative of the fact that in Yugoslavia the world of labour and the system of formal education largely function independently of each other.

On the other hand, the data show that of all these categories, it is unskilled, semi-skilled and low-education-background workers that are in the greatest demand (47.1% of all available jobs are intended for these categories), while those with university degrees are needed the least (11.1%). In 1988, Yugoslav firms recorded a considerable drop in their interest in the highly educated, offering them 7,700 less jobs than in 1987, which probably points to their technological backwardness, but also to the existence of certain social barriers in the employment of highly educated people. An exception to this universal rule is Slovenia, the most developed Republic, where the demand for holders of university degrees exceeds that for unskilled and semi-skilled workers.

A better understanding of the relation between the job supply and the job demand can be attained if the foregoing data are observed in their relative values.

Table 3: Unemployed according to their qualifications

Year	Total	1	2	3	4	5	6
1985	100	34,5	9,2	19,3	31,5	2,4	3,0
1986	100	34,5	9,0	19,6	31,4	2,5	3,0
1987	100	34,0	8,8	20,0	31,4	2,6	3,1
1988	100	32,9	9,0	21,0	31,0	2,8	3,3

Key:
1 - unskilled workers
2 - semi-skilled workers and workers with a low educational background
3 - skilled and highly skilled workers
4 - workers with secondary education
5 - two-year-college graduates
6 - university graduates

Table 4: Demand for workers according to their qualifications

Year	Total	1	2	3	4	5	6
1985	100	26,5	21,8	25,7	13,5	3,5	9,0
1986	100	25,8	22,6	25,4	13,4	3,6	9,2
1987	100	26,4	21,9	24,7	13,4	3,7	9,8
1988	100	26,7	20,4	23,8	13,9	4,0	11,1

Key:
1 - unskilled workers
2 - semi-skilled workers and workers with a low educational background
3 - skilled and highly skilled workers
4 - workers with secondary education
5 - two-year-college graduates
6 - university graduates

The relative figures tell what the absolute figures cannot. Table 1 shows clearly the tendency towards unemployment of unskilled, semi-skilled workers and workers with secondary education to decrease. The unemployment of skilled and highly skilled workers as well as of those with two-year-college and university degrees is on the increase.

Table 2 shows a decline in the demand for semi-skilled, skilled and highly skilled workers and an increase in the demand for all the other categories.

The law of supply and demand is thus applicable to jobs requiring unskilled, skilled and highly skilled labour as well as workers with secondary education. An increase in the number of available jobs is accompanied by a reduction in unemployment, and vice versa. It shows that a mild form of social control and respect for society's needs is being established, at least quantitatively, in the sphere of employment and education for these jobs. As far as jobs requiring semi-skilled and lower-educational-background labour are concerned, the law of supply and demand is not operating. The negative tendency of the supply accompanied with a negative tendency of the demand, can be most easily accounted for by biological and technological-development factors. As for jobs requiring a two-year-college and university education, the situation is the reverse. An increase in the demand for two-year-college and university graduates is accompanied by an increase in their unemployment. It shows, above all, that two-year-colleges and universities are educating people for jobs that the labour market neither accepts nor wants any more. The education of a university-level professional is extremely costly, although no one in Yugoslavia knows how costly. This paradox derives from a tacit agreement between the party, the state and the economy according to which two-year-college and university education is a useful and necessary way of postponing employment. In order not to jeopardise social peace and because it is impossible for a large number of young people with secondary education to become active in their professional roles, the doors of two-year colleges and universities are wide open. Of course, some influence on the high unemployment of university-educated people must also be attributed to their low mobility, which is becoming increasingly unavoidable in Yugoslavia's disintegrating economic and political universe. The highly educated are mostly concentrated in major urban and cultural centres, hoping to find better conditions there for their social and professional promotion. Belgrade and Serbia itself exemplify this as follows:

Table 5: Relation between Belgrade and Serbia as regards the number of unemployed with higher education in %

School	Number of unemployed in Belgrade	% in relation to Serbia
School of Philology	695	84
School of Philosophy	558	42
School of Special Education	168	71
School of National Defence	36	51
Law School	770	50
School of Economics	803	50
College of Physical Education	108	449
School of Political Science	383	70
School of Science and Mathemathics	566	63
School of Architecture	236	90
School of Electrical Engineering	142	62
School of Civil Engineering	240	60
School of Civil Engineering	136	58
School of Transport	83	77
School of Mining and Geology	93	84
School of Chemical Technology and Metallurgy	65 81	69 68
School of Organisation Science	286	63
School of Agriculture	142	73
School of Forestry	54	75
School of Veterinary Medicine	620	54
Medical School	435	74
School of Dental Medicine	150	83
School of Pharmacy	43	81
Music School	101	74
Art School	61	83
School of Applied Arts	91	93
School of Drama	74	25
Other Schools		

Source:

Atlas of Unemployed with University Education in Serbia Proper, the Serbian Socialist Youth Union's Research and Publishing Centre, Belgrade, 1989.

All this indicates that enrolment policy and educational planning at two-year colleges and university schools are not efficiently controlled by society and that its needs and capacities are not taken into consideration. If society's reaction to this problem fails to be politically serious, bold and of course, scientifically founded, Yugoslavia will in the future be directly confronted with the problem of not being able to use the highly educated people it has and needs and, at the same time, of having ever less people educated for the jobs it needs and more and more for those it does not.

The women's share in the total number of unemployed in Yugoslavia is around 50%. What is particularly disturbing, however, is the extremely high percentage of young people in the total number of unemployed.

Table 6: Unemployed according to years of age in %

	Up to 18	18-25	25-30	30-40	40-50	over 50
1985	7,8	51,8	18,5	13,9	5,2	2,7
1986	7,6	51,5	19,0	14,3	5,1	2,6
1987	7,3	50,7	19,8	14,6	5,1	2,6
1988	6,8	49,9	20,4	15,1	5,1	2,6

In 1988, 77.1% of the unemployed were those up to 30 years of age. A large number of people are being deprived of the right to work during the most productive years of their lives, which has extremely negative consequences that are not only economic, but also psychological and social. The worst thing is that the data indicate the presence of a stubborn tendency of the number of unemployed aged 25-40 years to increase, and this period of life is the best for work and professional "coming of age". Spending the prime of one's life waiting for a job is a great loss both individually and socially. This situation in Yugoslavia is not likely to change in the foreseeable future as the time of waiting for a job is getting longer and longer. According to the figures of the Federal Bureau for Employment Matters for the year 1988, 62% of the unemployed had been waiting for a job for more than one year, and almost 30% for more than three years. A grievous wrong was done to the 55,480 persons who had been waiting for a job for more than eight years

DYNAMICS OF THE DEVELOPMENT OF ADULT EDUCATION IN YUGOSLAVIA

In view of the educational level of its population, Yugoslavia may be regarded as a country with a pressing need for adult education. According to the last census of 1981, the structure of the population over 15 years of age, by qualification, was as follows:

Table 7: Population according to qualification in %

without any qualifications:	13.7
1-3 grades of elementary school:	3.6
4-7 grades of elementary school:	26.8
elementary graduation:	24.2
secondary education:	25.5
two-year college education:	2.5
university education:	3.1
unknown:	0.6

Although there are a large number of illiterates and those with incomplete elementary education - and all the fountains of illiteracy have not been closed yet - an almost irrational attitude is prevalent in Yugoslavia towards adult education and acquisition and application of knowledge in general. The situation in the formal system of adult education testifies to this:

Table 8: Elementary education

	schools	classes	students
79/80	316	1 554	37 029
80/81	269	1 320	30 345
81/82	201	914	20 975
82/83	178	756	16 662
83/84	145	597	12 898
84/85	149	461	9 671
85/86	126	445	8 908
86/87	130	525	10 604
87/88	139	474	9 926
88/89	140	472	10 128

Table 9: Secondary education

schools	classes	students
453	1 609	51 741
430	1 494	45 468
374	1 331	38 634
263	1 117	35 186
241	1 051	34 905
190	1 174	37 447
229	1 048	33 304
200	1 253	38 736
204	1 159	37 001
293	973	29 553

The tables show that in the past decade, adult elementary and secondary education has been more than halved. There are even less schools, classes and students, which is, in view of the large number of illiterates and semi-illiterates, unskilled and semi-skilled employees, totally incomprehensible. And, as a rule, the least number of schools for adults is exactly what is needed most. According to 1989 figures, Bosnia and Herzegovina has one school for adult elementary education, and Montenegro two. Secondary schools for adult education are non-existent in Bosnia and Herzegovina, Montenegro and Macedonia, whereas Kosovo and Voivodina have one each. Slovenia, the most developed region, however, has 98 schools for adult secondary education.

The development of the institutions of higher education which are also part of the adult education system, in the past few years has been as follows:

Table 10: Higher Education

	Schools	Two-year colleges	Art Schools	Students
81/82	217	122	19	402 037
82/83	216	121	20	386 356
83/84	215	115	20	374 275
84/85	214	106	20	359 175
85/86	207	103	20	349 013
86/87	208	98	20	349 654
87/88	201	91	20	346 787
88/89	203	91	20	339 577

The half-hearted attempt to reduce the number of institutions of higher education as well as that of students does not call into question the foregoing premise concerning society's irrational behaviour in this matter. But unlike social irrationality manifested in adult elementary and secondary education, that manifested in the development of higher education has the opposite direction and effect. Yugoslavia has a network of 19 universities encompassing a large number of schools and two-year colleges, which is a consequence of the political ambition on the part of the republics and provinces to have completely autonomous and self-sufficient economic and education (especially higher education) systems. As this ambition materialises, Yugoslavia as a whole has found itself in a paradoxical situation. It has a host of university schools and two-year colleges, yet there exists at the same time a shortage of highly educated young people and their massive unemployment.

This situation has led to a widely held view that the education system is the major source of the perpetuation of unemployment. This view has been supported by the experience gained from the reform of the education system - especially the system of secondary education - which began in Yugoslavia in the 1970s. It tends to be overlooked, however, that the education system is not something rootless, but a creation of certain social forces and groups. It is the embodiment and production of certain ideologico-political and educational ambitions and intentions, and it has an indirect function in the perpetuation of unemployment. Therefore, the real sources of unemployment should be sought within the sphere of socio-political relations and in light of the goals that the creator of the system wanted to achieve, and not in the education system itself. Starting with an essentially noble intention to iron out social disparities by means of an education system and to base education on the principle of permanence by linking it to the demands of the labour market, the inspirers and initiators of the reform also based their projection of the education system on premises which meant its inefficiency, thus reducing school-leavers' prospects for employment.

The starting point of the reform was the premise that the firm has to be the major vehicle of education development policy, which has led to the disintegration of the education system and inability to make plans in a rational and comprehensive way.

Also detrimental has been the belief that a person can be educated for any occupation on the secondary-education level. This has meant the introduction of Taylorist principles into the system of "manpower production", ie extreme fragmentation of occupations, which the labour market has been neither willing nor able to accept.

On the other hand, the reform was based on the premise and requirement that young people are employed immediately after becoming qualified for their first occupation and that further levels of education and expertise should be reached through a process in which work "alternates" with education. Unfortunately, no thought was given to the real ability of firms to accept each new generation of the young and to support their further schooling financially. The education system was forced into reform "from above", but solutions to firms' problems of how to employ all those leaving secondary school were lacking. No attention was paid to the fact that a reform of the education system had to presuppose corresponding measures in the economic and political systems.

In such circumstances, the assertion that the education system had to be based on the demands of the labour market was turned into a myth, notwithstanding the fact that the labour market was on the brink of chaos. In such a situation, a question ought to have been raised as to whether such emphasis on the labour market's demands was justified and whether it was binding on the education system to labour demands and how this can be achieved when most Yugoslav firms are not able to envisage their immediate future and define even their short-term development requirements and potentials? How can this tailoring be done when most firms have turned their backs on know-how and education, ie on those things which mean innovatory experimentation and defining of needs, goals and ways to achieve these goals (research centres, planning services, development departments, personnel-training services). According to 1981 figures, Yugoslavia had 195 R & D centres in its firms, while in 1985 there were 82 less.

All this permits us to say that the education system has been guilty of, and an accomplice to, the perpetuation of unemployment in so much as it has been made useless and dysfunctional, most of all through the arbitrariness of the dominant ideologico-political will and the inefficiency of the economy. That the system has been made useless and dysfunctional is shown by current efforts to change it back into its original form.

Yugoslavia's experience with the latest reform of the education system shows that the line between its abuse and its wise and profitable use in solving the problem of unemployment is very thin and that lack of judgment and hastiness in taking reform measures can be counter-productive regardless of good intentions.

In view of the past reform experience, the Yugoslav education system and education in general can and must be rendered instrumental in the reduction of unemployment, and the chances of being properly employed should not be underestimated. It is obvious that scientifically founded personnel-and-education planning as well as putting an end to political arbitrariness in the making of an education system are central to the formulation and implementation of employment policy.

If the flexibility of the organisation of work and education as well as the financial support for firms were provided, unemployment might be considerably reduced by implementing the idea of alternating work-and-education. This idea, as a method of acquiring education, opens up important perspectives for filling vacancies created by workers going back into education on a long- or short-term basis.

However, the immediate potentials of the education system for solving unemployment are in the vocational education and training of inadequately educated unemployed persons. In the past few years, the dynamics of these activities in Yugoslavia have been as follows:

Table 11: Vocationally educated, trained and retrained persons in Yugoslavia

	1985	1986	1987	1988
Vocationally educated	-	-	6 406	6 007
Vocationally trained	27 583	31 200	32 968	23 866
Retrained	12 306	12 374	16 767	12 155
Total	39 899	43 574	56 191	42 028

Although in relation to the total number of unemployed, these are modest values, they nevertheless point to the potential of the education system for solving the unemployment problem. The data provided by the Federal Bureau for Employment Matters indicate that, of the unemployed workers who in 1988 underwent vocational education, training and retraining, only 5.6% did not subsequently get a job. In the light of the variety of Yugoslav institutions engaged in vocational education, training and retraining, it would have been reasonable to expect more activity in this field. Unfortunately, that was not the case, and as often as not, the activity is almost not worth mentioning. This will become clear from the following figures:

Table 12: Vocationally educated, trained and retrained workers according to type of institution

	1	2	3	4	5	6
1987						
vocationally educated	6 406	195	10	395	-	5 806
vocationally trained	32 968	991	3 793	8 974	755	18 455
retrained	16 767	150	345	8 869	91	7 312
1988						
vocationally educated	6 007	234	252	3 228	570	1 723
vocationally trained	23 866	448	2 060	3 264	753	17 341
retrained	12 155	802	1 206	4 306	368	5 473

Key:

1 - total
2 - employment agencies
3 - workers' and peoples' universities
4 - schools
5 - specialised institutions
6 - firms

In view of the richness of institutional forms which may find their place in the process of vocational education, training and retraining, Yugoslavia's potential for using these in order to reduce its long-term unemployment are considerable, yet far from being fully realised.

However, the most important potentials for boosting employment lie in treating education as the basic factor of social and invidivual growth. Unemployment cannot be overcome if solutions are sought solely in the domain of economic policy, because it is a complex social phenomenon, the causes of which have to do not only with the economy, but also with politics, demography, psychology and even values.

Education and knowledge are variables that form the basis of overall development. The theories of human resources give convincing proof of this. Their common message is that the future is based on the development of human potentials and abilities and on fostering the spirit of learning and the capacity to learn. In Yugoslavia's case, this means that its concept of development must be based on the use of knowledge and abilities, with everyone being given a chance to learn and be educated permanently, which goes, first of all, for adults, who bear the most responsibility for social development; therefore, all those elements not commensurate with such a concept of social development must be eliminated.

Education must not be looked upon as public expenditure which has, over the years, led to an ever more restrictive policy of its financing and consequently to its grossly deteriorated financial standing.

The collective system of values and social norms also have to undergo a transformation; namely, according to the analyses of the Yugoslav sociologist Josin Zupanov (1977), egalitarianism is the basis of a collective system of values and social norms. According to Zupanov, the elementary manifestations of egalitarianism are, inter alia, anti-professionalism, anti-entrepreneurship and anti-creativity. All these are social values which discourage acquisition and use of knowledge. Together with such a collective system of values is an oligarchical division of power within firms, characterised by constant efforts to preserve existing power relations. This is best done by resisting expertise, creativity and originality, encouraging simultaneously conformism and mediocrity (see in Obradovic, 1982). That the support given to knowledge and creativity is minimal is confirmed by the fact that Yugoslavia ranks among those countries with the worst qualification structures for their managers (Jerovsek, 1986). Over-regulation of the economy and the inevitable meddling of politics in economic matters have created a situation where a firm's standing does not depend primarily on the abilities, expertise and creativity of its workers, but rather on the proximity of its managers to political and administrative authorities. This explains why 80% of all Yugoslav firms do not earmark funds for the training of their manpower or why only 125 patents were issued to Yugoslav inventors in 1985. According to an analysis made by the Chamber of Economy of Yugoslavia, employees with a two-year-college and university education use only 45% of the knowledge acquired in school and spend over 50% of their working hours performing tasks whose complexity is below their qualifications (R. Bulatovic, 1989). But there are also other cases where the consequences are equally negative, that is to say when jobs requiring higher skills and qualifications are done by people whose professional socialisation is not closely connected with those jobs. Research published in Serbia has shown that training in firms is done by lawyers, economists, graduate engineers, foreign language teachers, geographers, anthropologists, historians and even astronomers (Syvicevic, 1986).

Until Yugoslav education is enriched with collective wisdom, Yugoslavia will not be able to realise its potentials for growth and development. The variables of knowledge and education condition and control many of the factors which translate into growth and development and, consequently, into employment, and Yugoslavia will have to make a choice between - as Toynbes said not so long ago - education and catastrophe. The author of this paper has a feeling that something has begun to change in Yugoslavia lately and that awareness of the necessity of opting for education is slowly crystallising. But let it not be held against him that he will give his final opinion when time provides more arguments and data on the problem.

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BASIC ADULT EDUCATION AND EMPLOYMENT

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Basic adult education and employment

Interdependence between education and employment is certainly not a matter of controversy, nowadays. Education is an essential basis for a human right to work in all civilisations. At the same time, firms (industry) need more educated workers, this is conditioned by quick changes in the development and improvement of work, technology and scientific organisation of work. This paper, however, will not deal with the analysis of interdependence between education and employment in all its dimensions, but try to illustrate the need for functional literacy (functional basic education) as a main basis for employment. This is all the more so, as the process of complete basic education takes a long time and has many difficulties. Our society had already recognised that basic education of adults is the inalienable right and obligation of all its citizens. It cannot be said that this demand has been fulfilled. It means that basic education has not yet become a "property" of every Yugoslav. This can be illustrated by using results from the last census carried out in 1981, which shows that there are 1,780,902 illiterates (9.5%), in the population aged 10 and over, in Yugoslavia. The percentage of illiteracy goes from 0.8% in our most developed Republic - Slovenia, to 17.6% in our least developed Yugoslav Province of Kosovo (1).

The fact that there is a considerable number of illiterates among the working population makes this problem even more complex. Thus, for example, from the age of 35 to 39, 3% of the population is illiterate, from the age of 40 to 44 there are 5.8% of illiterates, and from the age of 45 to 49, 9.9% of the population is illiterate. It is quite certain, however, that the percentage is much higher, bearing in mind that statistical data only gives a "rough estimate" of the real situation in the area. An investigation in our sample from the adult group, with one to four years of schooling in primary schools (therefore being classified as "literates") showed that more than 50% of those tested could not be classified in the "literate" category, after doing tests in reading, and only 5% could be classified in that category according to the results of the writing tests (2). In the Yugoslav population, from the age of 15 onwards, there is a large number of people with no basic education, some with 1-3 years of schooling (17.3%), and also some who have not completed primary education (26.8%), it is certain that the percentage of illiteracy in the population is much higher than the official data indicates (9.5%). Another serious problem in Yugoslav society is the fact that many employees do not have a complete basic education (18.4%). Thus, it is clear that there is a need for a systematic and organised approach to overcome such an unfavourable situation with regard to basic education, both for unemployed people who need basic education as an essential condition of employment and employed people, who could then perform creatively both in their work and in their life.

There is no doubt, that a full functional basic education in every society becomes a "must" in the times in which we live. This comprises special obligations not only of basic education institutions (for youth and adults) but also socio-political organisations, especially firms, which have neglected the basic educational needs of adults. Some reasons for this are as follows:

1. Our society insists on every person (working person) taking part actively within his/her social group. Basic education is a necessary condition for working people to perform certain social tasks and civic duties, both within society as a whole and within their firm. Illiterate workers are not only unable to understand the contemporary socio-economic situation in our country and the world, but are not able to fulfil their rights and interests in their firms. That is why, it is essential to integrate socio-economic contents in the curriculum of basic education for employed and unemployed people, which should motivate initiative and creative participation of workers in the decision-making process in their firms. It should be taken into account that co-operation between schools and firms is a necessity, as it is the only way of producing "real contents" from the area of socio-economic education, which should fulfil both social aims and interests and specific needs of employed and unemployed people.

2. Investigations tell us that basic education has an important effect on work production. When we say this, we have in mind UNESCO's investigations published in a number of countries, which show that literate workers are much more productive than illiterate workers (they handle machines better, they are more responsible etc.) (3).

3. Firms are naturally interested in better qualified and educated workers. Therefore, firms should undertake all the measures necessary to improve that profile, follow the changes in technology, which necessitate efforts in the area of professional training of their employees. Firms cannot "be transformed with workers who are not sufficiently trained". Without raising the level of general education, it is not possible to achieve vocational education or training for constant improvement. In conceptual terms, satisfying needs for basic education should be regarded in its functional meaning, not as an "enlightenment of the mind". It should be in the function of a person's work, family and personal life. That is why in order to fulfil educational needs, efforts to link general and vocational education should be made (4).

However, the fact that there are a considerable number of workers with no basic education is a serious obstacle for their vocational education. Therefore, more intensive work in the area of vocational education (together with other forms of education) requires that the firm, itself, use measures (which comprise some benefits) of "forcing" the employees to gain basic education as soon as possible.

The analysis, so far, shows that the fulfilment of functional basic adult education is a very important social task. For such a concept of basic education, considerable interest is shown, not only the participants in the educational process but also by firms which cannot fulfil their production completely without the functional education of their workers. It is necessary to outline programmes for basic education for both employed and unemployed people which will attract a higher number of potential participants. This can be achieved only by offering programmes of basic adult education both in basic general education and vocational skills. The element of the traditional basic school is being exceeded and improvements being made in making the curriculum more functional, although there are still some difficulties in covering the contents which cover every day life and working needs of employed people. However, it is quite certain that the latest changes in the curricula of basic adult education (1977) have helped to overcome the traditional school concept of basic education and made possible their enrichment within various aspects of work. This is the case with vocational aspects of basic adult education, especially in its final stages. The essence of "vocationalisation" of basic adult education lies in the transformation of all the basic educational subjects in the last educational stage (apart from mathematics and Serbo-Croat)

into vocational subjects. In that way, basic general and vocational education make up a unit of logic, content and organisational components. Adults can achieve a first and second degree of specialisation along with receiving basic education (5). The transformation of one model into "differentiated models" has been achieved with the latter expressing specific needs of respective vocations.

Although such a concept helps to achieve better results in making basic adult education more functional, its realisation is not quite that successful. One of the reasons for this is a low level of co-operation between the schools for basic adult education and the firms, which is directly opposite to the workers' needs. The fact is that functional basic adult education cannot be achieved without the firm taking the responsibility for the vocational training of the trainees. Only in that case can positive results in the achievement of basic educational contents in educating adults be expected.

SUMMARY

Interdependence between education and employment is not a matter of controversy nowadays. Therefore, interdependence of functional literacy of adults (both employed and unemployed) and employment should be regarded in that sense. The fact is that only functionally literate workers can contribute towards the better achievement of production programmes in firms. That is why vocational basic adult education, especially in its final stages, is essential for both the employees and their firms and society as a whole.

NOTES

1. Federal Bureau of Statistics, Statistical Annual of Yugoslavia for 1986, XXXIII, Belgrade, 1986, p. 455.

2. Taken from: Ranko Bulatovic et al, The Basic Education of Adults, Zavod za udzbenike i nastavna sredstva, Beograd, 1985, p. 13.

3. H.M. Philips, Literacy and development, UNESCO, 1970, p. 41-44.

4. Dr D. Savicevic, The Concept of Educational Needs in Andragogy, Zavod za udzbenike i nastavna sredstva, Beograd, 1989, p. 16-17.

5. The first two degrees of school qualifications (semi-qualified and qualified workers) youths can obtain after having attended regularly 8-years of primary school, in I and II form of secondary schools.

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THE NORDIC NETWORK IN ADULT EDUCATION

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The nordic network in adult education

The following short presentation describes the Nordic Network "Concerning Early School Leavers - Adult Education and Working Life". The paper addresses the issue "Adult education and priority social groups (with the lowest educational level and qualifications)".

In 1988, the steering group of Nordic Co-operation in Adult Education (FOVU) - within the framework of the Nordic Council of Ministers - started a Nordic network on "Early School Leavers - Adult Education and Working Life" under the name of "VOKS UD".

In spite of initiatives in several areas of education, the educational gap between generations is still a reality and the need for adult education is increasing. Adults with few basic formal skills still experience a number of obstacles when participating in educational activities, and education is prevented from playing its essential role in the comprehensive and balanced development of individuals.

In some of the Nordic countries, ie Denmark, Finland and Norway, the unemployment rate is very high and it has been found that there is a connection between unemployment and limited formal education.

The Nordic Network aims at developing and establishing learning environments to help adults with less formal schooling to start anew in education and/or work. The network consists of pilot and research projects in the five Nordic countries.

The purpose of the network is to promote a better understanding and knowledge of adult education in the countries and to develop the projects through interaction in discussions between the participants etc. The starting point for this exchange of information and knowledge was the work in the projects and selected themes and their relations to education and labour market in the respective countries.

The network consists of seminars, study visits and newsletters. An exchange programme is established for teachers and others who have day-to-day work in the national projects.

Until now, six newsletters have been published, only the first of which has been translated into English. This first newsletter gives an introduction to adult education in the Nordic countries and the different national projects.

The remaining newsletters describe different subjects from the seminars eg experience with reaching-out activities, the connection between general adult education and vocational training, use of information technology in adult education and education/development of adult education teachers.

ICELAND

Iceland is a small country with only a quarter of a million inhabitants. Reykjavik is the capital with a population of about 90,000.

The project is situated at the Reykjavik Community Adult Education Centre. Here "second-chance" education has been established for the school leaving certificate (junior - secondary examination). The teaching is organised in evening classes with step I and II each with a duration of one term with 16 lessons a week. After step II, there is step III which lasts for three terms (leading to qualifications as nursing assistants and jobs in trade and commerce).

Besides these courses, shorter labour-market training courses are established related to jobs in commerce and community services. The training is organised in steps: a) 60 lessons; b) 70 lessons and c) 100 lessons. The training gives qualifications for jobs in child-care, care for the elderly, cleaning and kitchen services. The employers pay educational costs and salary during the courses. After participating in each step, the employee receives a salary increase. There is insufficient funding for all who wish to participate in the courses. The trade unions provide information on the courses to their members.

The aim of the project is to stimulate participants in steps a, b, and c to continue at step III or possibly in steps I and II, if they need education at primary and lower secondary level.

On the labour-market courses, students are encouraged and helped to build up their self-confidence.

The project is an example of co-operation between general adult education and labour-market training and its relation to working life. The courses have been a model in many labour union courses which now take place in different places in Iceland.

DENMARK

Storstroms Amt is one of the counties in Denmark which has the highest rate of unemployment. In January 1988, the rate was 8.6% for men and 14.9% for women.

A special risk-group is that of non-skilled women with less formal schooling. A large proportion of the unemployed belongs to this group. This group needs better basic skills and qualifications in order to find employment or to introduce the group to education which may enable them to change their long-term prospects.

The project aims at developing new coherent learning activities which combine general adult education and vocational training. Six local projects have been established in the country.

All the projects are organised in shifts with work and training periods at the labour-market education centres and also periods at the "second-chance" education centres.

These projects have been used as a model in new legislation concerning educational possibilities for unemployed early school leavers (UTB).

As a result of co-operation with the Swedish project, a training programme has been established concerning reaching-out activities. The projects are evaluated at the Royal Danish School of Educational Studies.

FINLAND

The Finnish project is taking place in Lapland because regional development problems in Finland are concentrated in the northern and eastern parts of the country. The most severe problems have been in the county of Lapland.

Lapland is a sparsely populated area. The population is about 200,000 with 2.2 inhabitants per square kilometre. The rate of unemployment has been about 10% in recent years.

In the spring of 1984, the government decided to start an extensive research project on adult education in the county of Lapland in the years 1985-1989. The purpose was to investigate whether any lasting positive effects could be achieved on the employment situation by developing adult education.

The research project is comprehensive in the approach to the problems. It was realised from the start that there were two possible ways to improve the employment situation permanently:

1. general increase in know-how would make the firms more competitive and simultaneously provide possibilities for new business;

2. a sensible allocation of educational facilities and adjustment of the curriculum to individual needs would provide adults with improved possibilities for permanent employment.

The project has provided valuable information on the use of new technology and distance education. The experience has been of great interest to the other Nordic countries.

SWEDEN

The Swedish project is situated in the south of Sweden in Blekinge. The project leader works in the county council for adult education in Blekinge. The unemployment rate in Sweden is 10%.

The aim of the research and development project is to increase participation in adult education for people with less formal schooling in accordance with the aims of the Swedish Adult Education Reform.

The project started with a training programme for staff who are to work with reaching-out activities. The training programme includes different educational and background materials, in particular how to use the possibilities in the Adult Student Grant Reform. The training is organised in co-operation with the trade unions, "second-chance" schools and folk high schools.

Five local trade unions have been selected by the County Council for adult education to participate in the project. A steering and co-ordination group has been established with representatives from all the organisations involved.

There is very close co-operation between the County Council for adult education, the trade unions and the educational institutions and associations, and they all play an active part in the reaching-out activities.

An attempt has been made in the project to relate the courses to the needs of the target group. The study programme contains the subjects Swedish, English, mathematics and civics.

Early school leavers are offered student grants.

The student grant to participants in study circles is given high priority. The programme consists of different courses and the working method is study circles. 50% of the courses have general themes and the remaining 50% have themes related to trade union affairs.

The participation of target groups in adult education has increased from 51% to 63%.

NORWAY

The Norwegian project is placed in Finnmark. The area of Finnmark is the same as that of Denmark, but the population is only 74,500 and it is decreasing. The population is Norwegian, Sami and Kvene (migrants of Finnish origin).

Finnmark has always been educationally under-developed compared to other parts of Norway. The reason for this is related to the primary trades: fishing and reindeer breeding, and, until recently, there was no interest in new technology. The economic role of the county has been to supply raw material to the national Norwegian market. Young people have moved to the southern parts of Norway because their skills were not required for the local trades in Finnmark.

In an attempt to change the situation, the Ministry of Education established a separate educational region in Finnmark for a period of two years starting from January 1988.

Development projects have been established in Porsanger and Kautokeino. The target group is made up of adults with only thre or four years' formal schooling.

The projects have consisted of four phases:

1. reaching-out activities;
2. analyses and development of the educational programme;
3. adult educational activities for the target group;
4. evaluation.

Point 4 is not yet completed.

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